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AN INTERAGENCY COMMAND FOR HOMELAND SECURITY

by

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Preface

The military has made great strides towards operating more jointly – our next step is to take civil-military jointness to a new level. This was never more apparent than in the face of the current threats we face against our homeland. Our military, as good as it is, is not sufficient to prevent and respond to events such as the attacks that took place on September 11, 2001. My Reserve background in command relationships and doctrine, my doctorate research on organizational structures, and my civilian work as a professional organizer all blended together to lead me to explore ideas for forming an interagency organization. In many ways, this is a creative writing piece that is simply an exploration of what would happen if every organization involved in homeland security were organized like a Combatant Commander's staff. It certainly does not provide all the answers, or the one right way to do things, but hopefully nuggets of ideas can be found here to improve the way our government currently focuses on homeland security.

Many thanks to Dr. Spivey who not only kept me from feeling overwhelmed and encouraged me, but also provided me with several pieces of helpful research that pointed me in the right direction. Many thanks also to Col Barrett Elliott who was good enough to take time out of his very busy schedule, while in the middle of a PCS, to read this over and give me several much needed ideas for improvements.

Abstract

On 11 September 2001 America was brutally attacked on its own soil. Nine days later, on 20 September 2001, President Bush announced the creation of the Office for Homeland Security. This office is charged to pull together the efforts of all the organizations with a role in homeland security but it does not go far enough. Interagency interaction at *only* the highest levels is not enough to knock down barriers to ensure quick, richly informed, decision-making, and adaptable action. To do this, a new kind of interagency command for homeland security needs to be established. This organization would be under the Office for Homeland Security. It would take jointness to a level that transcends the military to include non-DoD, and even non-governmental actors, and effectively coordinate the use of all the instruments of power.

This paper explores organizational structures and uses the structure of a combatant command to suggest on how all of the organizations involved in homeland security can effectively work together. A boundaryless war requires a boundaryless response and our current method of ensuring our homeland security is a far cry from that.

Chapter 1

Organizations and Change

> *"There is nothing more difficult to carry out, nor more doubtful of success, nor more dangerous to handle than to initiate a new order of things."*
>
> –Niccolo Machiavelli[1]

Before Pearl Harbor we thought that we were safe. After Oklahoma City, we placed cement planters and barriers around government buildings to protect them from truck bombs. We are always prepared to protect ourselves against the last threat we encountered – but what about future threats? We must prepare for whatever new and different chink in our armor our enemies will use next.

In order to better prepare us for the future, the Office for Homeland Security has been charged to pull together the efforts of the agencies with a role in homeland security, but it does not go far enough. Interagency interaction at *only* the highest levels is not enough to knock down barriers to ensure quick, richly informed, decision-making, and adaptable action. To do this, a new kind of interagency organization for homeland security should be established-one that would take jointness to a level that transcends the military, to include non-DoD and even non-governmental actors, to effectively coordinate the use of all the instruments of power (IOP).

This paper explores concepts of organizational structures and uses the structure of a combatant command to provide suggestions on how all of the agencies involved in

homeland security can effectively work together. Shifting to a new organizational structure, especially one as far reaching as this is a huge challenge. Senge described an excellent analogy that encourages us to look hard at what we need to change and take the steps that need to be taken. He described a laboratory experiment where frogs were placed in shallow pans of room temperature water that was slowly heated.[2] As the temperature rose degree by degree, the frogs continued to adapt until they were eventually boiled to death – even though they could have easily jumped out of the pan.[3] In many ways, we have reacted like these adaptable frogs in response to changes in our environment, but the shocking events of September 11, 2001 are a call to consider revolutionary changes.

The Situation

On September 11, 2001, terrorists hijacked four commercial aircraft and turned them into dangerous weapons aimed at the World Trade Center towers, the Pentagon, and the White House. For many months previously, the topic of homeland defense had been discussed around Washington, D.C. and several different agencies had been struggling to get their hands around this concept that seems so basic and important, yet isn't even defined in Joint Publication 1-02 – the military's dictionary.[4]

In response to the attacks on September 11, 2001 (9/11), hundreds of firefighters, police officers, emergency medical technicians, health care workers, engineers, military personnel, and just plain citizens scrambled to manage the aftermath.[5] The military immediately raised the number of aircraft sitting on alert from just 14 on September 11, 2001 to over 300 on September 12, 2001, scrambled aircraft carriers and ships, and the National Guard mobilized to secure our airports.[6] Our legislative branch was also busy

responding to the attacks. On September 20, 2001, President Bush announced the creation of a new Cabinet-level position, the Office for Homeland Security – but the threat remains.[7]

The Threat

The US has always relied upon its powerful military to keep us safe. Yet it is our military dominance that has led our enemies to strike us where we are weak. Our adversaries know that they cannot challenge us head-on so they will always continue to search out and attack our Achilles heel. This makes America extremely vulnerable to more asymmetric attacks like the attacks on the World Trade Center and the Pentagon. As our technological prowess and military strength increases, we can only expect that our adversaries will use even more basic methods to attack us. For example, after Israel heavily fortified their cockpits to prevent airline hijackings, suicide bombers used even simpler technology to continue to strike at the heart of their country.

The writings on what specific threats we face, where we face them, and who may levy them against us are numerous. Some of the things we are vulnerable to include: nuclear weapons attack, biological attack, chemical attack, cyber attacks, and even other kinds of attacks no one has even thought of yet. Because we can only be sure that we will face the unexpected, our focus needs to shift from specific threats, to what we need to be capable to do to meet the entire range of threats.

Unfortunately, our national security establishment is still poised to fight our last war and is in desperate need of change. Like the Israelis did, we are currently focusing on fortifying our cockpits and tightening up airline security, but are we prepared for suicide bombers on American soil? We have a history of changing just in time to fight whatever

battle is next, but unfortunately our window of opportunity to catch up to our enemy's tactics is not only shrinking, but also becoming virtually non-existent. With this most recent terrorist attack on our homeland, we once again find ourselves scrambling to change after the battle has begun.

The Imperative to Change

Change is the only thing that has remained constant since the beginning of time and it has proven both impossible to prevent and nearly impossible to control. The most we can do is recognize that change is inevitable and try to be adaptable enough to keep up with it. The world has changed dramatically since the end of the Cold War and few would argue that we face an entirely different environment from just ten years ago. Toffler divided our ways of producing wealth into the First Wave (Agrarian Age), Second Wave (Industrial Age), and the present Third Wave that is knowledge based.[8] He pointed out how in the only two other times in history that humans have invented a whole new way of creating wealth, a new form of government was also invented to go along with it.[9] Toffler cited the way agriculture wiped out tribal groupings and hunting bands, and the industrial revolution wiped out city-states, dynastic kingdoms, and feudal empires.[10] We have yet to completely re-structure our organizations around the processing and sharing of information and an organization for homeland security needs to do just that. Whatever threats we face, they are best countered with rich and rapid information sharing and close coordination and synchronization of our efforts among a wide variety of agencies.

An Exploration Of Organizational Structures

One way to understand different forms of organization is through the use of organizational metaphors. Morgan used several different metaphors to describe different types of organizations.[11] Although metaphors are usually thought of as a way to embellish what we say, they actually guide the way we think about things and the way we see things, influencing how we understand and interact with our world.[12] By using metaphors to describe organizations, we have a way to frame not just an understanding of the organization, but also how to go about trying to change the organization. Some of the metaphors used by Morgan included looking at the organization as: machines, brains, cultures, political systems, psychic prisons, flux and transformation, and as instruments of domination.[13] The mechanistic and biological metaphors are the most basic, yet insightful for exploring the appropriate organizational structure for homeland security.

The Mechanistic Organization

The way organizations are run has changed significantly from the time Newton saw the world as a machine created by God to do His work and serve His purposes.[14] The earliest formal organizations were instruments that did things like build the great pyramids, empires, churches, and armies, and it was not until the invention and proliferation of machines during the industrial revolution that really "mechanized" the concept of the organization. Unfortunately, machine-type bureaucracies are at a disadvantage because their systems of control make them too slow and ineffective when dealing with changing circumstances such as the ones we face today. In general, highly structured organizations are only effective where both the task and the environment are

simple and stable – this couldn't be farther from reality in the realm of homeland security.

The mechanistic-type organization is depicted through the organizational chart, which shows how members of the organization are expected to communicate with each other. It was always assumed that there was a sufficient amount of information traveling throughout the organization this way since the individuals at the very top of the organization simply needed to flow their knowledge and direction down the organizational chain.[15] Unfortunately, distortion often occurs as messages move up and down a vertical structure. Rogers and Agarwala-Rogers provided a distressing example of how message distortion in a hierarchy resulted in the My Lai massacre of Vietnamese civilians by the United States Army's First Air Cavalry Division in 1968:

> Inquiry showed that the order from division headquarters to the brigade was: "On no occasion must hamlets be burned down." The brigade radioed the battalion: "Do not burn down any hamlets unless you are absolutely convinced that the Vietcong are in them." The battalion radioed the infantry company at the scene: "If you think there are any Vietcong in the hamlet, burn it down." The company commander ordered his troops: "Burn down that hamlet."[16]

This distortion often occurs because of the highly restricted communication that is encouraged or even mandated in these mechanistic organizational structures.

The Biological Organization

The mechanistic approaches to management did not remain forever and they began to be replaced by a biological metaphor where organizations were viewed instead as organisms. Morgan described how thinking of the organization as an organism results in the following strengths:

1. An emphasis is placed on understanding relations between organizations and their environments.

2. Systematic attention is given to the "needs" that must be satisfied if the organization is to survive.
3. By identifying different "species" of organization, we realize that there is always a range of options.
4. Stresses the process of innovation.
5. Emphasizes the importance of organizational development and use of a contingency approach.
6. Finally, the metaphor provides a focus on "ecology" and interorganizational relations.[17]

One of the other most obvious differences between these two approaches is that machines are constructed, whereas organisms grow. This means that machines must be maintained, whereas organisms can grow and develop on their own into something even better – as long as they are provided with the appropriate resources. This is just the type of organization that is needed to deal with homeland security.

One of the big benefits of a biological organization is the powerful informal networks that emerge as interactions increase. Stohl described a good example of the influence that can often supersede the formal structures and communication channels:

> In 1962, a team of social scientists was studying the deliberations in the United Nations. The data suggested that the ambassador from Ireland was playing a significant role in the formal and informal Mideast negotiations. The study group found this participation to be unexpected and puzzling. Thus, they asked the question—what was the "connection" among the countries that could explain the Irish ambassador's involvement? . . . the following observation clarified the issue: In the United Nations, delegates are seated alphabetically, according to country. There they were: Iran, Iraq, Ireland, Israel and a few seats away, Jordan and Kuwait.[18]

These types of informal networks could emerge in homeland security if the players get opportunities to integrate with each other more frequently than only when a crisis occurs. This is important because, like the above example demonstrates, more can be accomplished through informal relationships than a mandated and complicated bureaucracy.

While the mechanistic structure is more effective at implementing an innovation and deciding which innovations to adopt, the biological structure is better at creating innovations. This is because individuals in a biological structure are more likely to be exposed to ideas from other parts of the organization and from outside the organization. This is a paradox which must somehow be dealt with if organizations are going to remain competitive, and a newly created organization for homeland security needs to focus on being innovative instead of merely following orders from on high. This organization must be built so that it can reduce formal bureaucratic controls, without completely destroying the bureaucracy that is in place.

Organizations and Change

There is a metaphor which says that we need to be able to "step back" far enough from the details in order to be able to "see the forest through the trees" but according to Senge most of us just see lots of trees when we step back, and we pick our favorites and then focus all of our attention and efforts onto changing them.[19] This is just what we are doing now as we focus our attention on specific areas, such as airline security, and neglect other areas that could prevent whatever type of attacks will follow. One of the benefits of thinking of our organizations in terms of a biological system is that it will help distinguish between high- and low-leverage changes in highly complex situations by helping us look at the underlying structures, which generates change.[20] An organization needs to be established that encourages rich communication, both formal and informal, within each task area. This communication needs to not only cut across each of the tasks involved in homeland security (horizontally), but also vertically throughout all the levels of the organizations involved, whether at the federal, state, or local level. Our current

hierarchical and mechanistic structure to deal with homeland security is not responsive and interconnected enough to meet current and future threats.

Notes

[1] Niccolo Machiavelli, *The Prince* (New York: New American Library, 1980), 49.

[2] Peter M. Senge, *The Fifth Discipline; The Art and Practice of the Learning Organization* (New York: Currency Doubleday,1990), 22.

[3] Senge, 22.

[4] *Joint Publication 1-02, Department of Defense Dictionary of Military and Associated Terms* (Joint Chiefs of Staff, 12 April 2001).

[5] John R.Brinkerhoff, "Restore the Militia for Homeland Security," November 2001, n.p., on-line, Internet, 16 January 2002, available from http://www.homelandsecurity.org/journal/Articles/article.cfm?article=26.

[6] Lieutenant General Davis, "The Air National Guard," lecture, Air Command and Staff College, Maxwell Air Force Base, Al., 6 February 2002.

[7] George W. Bush, U.S. President, State of the Union address, Washington, D.C., 20 September 2001.

[8] Alvin Toffler, Power Shift; Knowledge, Wealth, and Violence at the Edge of the 21st Century (New York: Bantam Books, 1990), 238.

[9] Toffler, 238.

[10] Toffler, 238.

[11] Gareth Morgan, Images of Organization (Beverly Hills, CA: Sage Publications, 1986), 12.

[12] Morgan, 12.

[13] Morgan, 13-15.

[14] R. L. Ackoff, The Democratic Corporation: A Radical Prescription for Recreating Corporate America and Rediscovering Success (New York: Oxford University Press, 1994), 6.

[15] Everett M. Rogers and R. Agarwala-Rogers, *Communication in Organizations* (New York: The Free Press, 1976), 35.

[16] Rogers and Agarwala-Rogers, 93.

[17] Morgan, 72.

[18] C. Stohl, "Understanding Quality Circles: A Communication Network Perspective," in Rethinking Communication, ed. B. Dervin. (Newbury Park, CA: Sage Publications, 1989), 346.

[19] Senge, 127.

[20] Morgan, 12.

Chapter 2

An Interagency Homeland Command

> *Let every nation know, whether it wishes us well or ill, that we shall pay any price, bear any burden, meet any hardship, support any friend, oppose any foe to assure the survival and success of liberty.*
>
> —John Fitzgerald Kennedy

The Chinese term for "crisis" is "wei-jei," is composed of the characters for "danger" and "opportunity." The shocking events of 11 September 2001 (9/11), while devastating, was just such a crisis. Yet now that the most obvious danger has passed, this may be the kick-start needed to encourage changes to prevent even larger-scale attacks.

Before the events of 9/11, Admiral Loy and Captain Ross of the US Coast Guard, described the challenges we face in responding to this type of threat: "Developing a comprehensive response to the homeland security threat has been hampered by the complexity of the problem.…Compounding the difficulty has been the number of different agencies and different levels of government acknowledging some degree of responsibility to act."[1] They suggested that we need a "larger, more comprehensive national response to the homeland security challenge.[2] A new organization needs to be created to work together to prevent attacks on the homeland, to exercise together regularly to prepare for attacks, and finally to respond seamlessly, whenever and wherever needed.

Admiral Loy and Captain Ross suggested that we need to select and implement the "best value" means of homeland security by first identifying which capabilities are needed for homeland security and then to "determine which agencies and levels of government are most appropriate to carry out specific functions…to build on existing agency legal authorities, missions, capabilities and competencies, to the maximum extent possible."[3] This paper touches on that process by surveying the different organizations doing homeland security tasks to see how they could fit together in an interagency staff.

Homeland Security Panels

Well before the events of 9/11, several panels recommended a variety of changes to deal with homeland security. The United States Government Interagency Domestic Terrorism Concept of Operations Plan determined that in the event of a terrorist threat or incident, no "single Federal, state or local governmental agency has the capability or requisite authority to respond independently and mitigate the consequences."[4] Several other panels and commissions came to similar conclusions over the past several years.

Former Senators Hart and Rudman co-chaired the bi-partisan Commission on National Security in the 21st Century and the resulting Hart-Rudman report contained sweeping recommendations for re-organization. For starters, they suggested that the two dozen or so congressional committees involved in anti-terrorism be reduced to just two. [5] In regards to the military, the Hart-Rudman report suggested that the Department of Defense use the Joint Forces Command's Joint Task Force-Civil Support to coordinate all military planning, doctrine and command and control whenever the military was operating in support of hazards or disasters.[6]

The Gilmore panel produced another report on this subject. Virginia's Governor James Gilmore is chairman to the Advisory Panel to Assess the Capabilities for Domestic Response to Terrorism Involving Weapons of Mass Destruction. His panel made the same recommendation about streamlining Congressional oversight and also recommended the establishment of a National Office for Combating Terrorism (NOCT) within the Executive Office of the President.[7]

Both of these studies done before the events of 9/11 found, "federal agencies were poorly organized to prevent terrorism or manage the aftermath of terrorist attacks. But they came to very different conclusions about how the federal government should be made more responsive."[8] The Hart-Rudman Commission proposed an entirely new organization for homeland security that permanently pulls together portions of several other agencies to include Border Patrol, INS, FEMA, Customs, Coast Guard, etc. [9] Needless to say, this has been heavily resisted by the "owners" of each of these organizations and it could easily deteriorate into nothing more than a turf battle. Yet something must be done, as Hart said, "No homeland czar can possibly hope to coordinate the almost hopeless dispersal of authority that currently characterizes the 40 or 50 agencies or elements of agencies with some piece of responsibility for protecting the homeland."[10] Even someone as influential as Governor Tom Ridge faces an incredible challenge in doing this. As Appendix C depicts, the number of players in is actually far more than former Senator Hart's estimate.

There is a way to bring together all of these recommendations. All of these different organizations could be pulled together the same way military combatant commanders (CINCs) bring together different military services in order to accomplish their assigned

missions. Senator Hart pointed towards this solution himself when he argued that leaving the Border Patrol, the Coast Guard, and Customs in their current agencies while relying on someone in the White House to coordinate their activities "is tantamount to saying the Army, Navy, and Air Force would be as effective if they were in separate departments with their activities and services being coordinated out of the White House."[11] Hart is absolutely correct, the military would be rendered completely ineffective if coordinated in that manner, and the Federal agencies involved in homeland security would fare no better. Yet the military does remain in separate departments while still having coordination above the department level, and this is what is key to effective joint operations. Brinkerhoff also suggested "it is better to have a single, integrated national system to deal with the full spectrum of emergencies than a balkanized system in which separate offices and agencies deal with a particular threat, a particular lethal agent, or particular target sets."[12]

A Homeland Command – A New Kind of CINC

Many have proposed that a military homeland command is key to combating terrorism, but Commander Dobbs points out how that alone does not go far enough: "What is needed … is closer cooperation and clearer lines of responsibility and authority between the Defense Department and the lead federal agencies in charge of functions such as counterterrorism (Department of Justice / Federal Bureau of Investigation), manmade disasters (the Federal Emergency Management Agency), airport security, and control of entry points into the United States."[13] The type of staff and authority a combatant command commander in chief (CINC) has provides an excellent structure for interagency coordination that provides a starting point for future, more drastic

reorganizations. As time goes by it could become more established if needed with agencies, or portions of agencies, making a permanent move to this new organization.

The military services have not always operated together with seamless jointness, and while the military still could improve interoperability, great strides have been made. The failed Iranian hostage rescue attempt highlighted military jointness shortfalls and the Department of Defense Reorganization Act of 1986 encouraged more jointness by strengthening the role of the Secretary of Defense and the CINCs.[14] Legislation similar to this act is needed to ensure this new organization has the power behind it to make things happen. Without the backing of legislation, and especially the power to influence the flow of money, it is highly unlikely that this organization can get the needed support from those involved.

Currently, five CINCs have geographic responsibilities, and four have functional responsibilities that are spelled out in the Unified Command Plan (UCP). A sixth geographic CINC, Northern Command, will soon be added and there will be a shift in the areas of responsibilities of some of the other CINCs. Yet, homeland security is not a job that can be done by the military alone and while a Homeland Command may be just what is needed, it needs to be an interagency Homeland Command.

Legislative backing is essential because an interagency Homeland Command CINC wouldn't necessarily "own" all of the resources involved in homeland security, but instead would have the needed assets made available when required. Not all CINCs own all of their forces. CENTCOM for example, has a very small number of assets and people permanently assigned. Yet in time of war, the needed assets are quickly attached. Using this same framework, an interagency Homeland Command CINC wouldn't

necessarily "own" all of the organizations involved in homeland security, but instead would have the needed assets made available. Also, like the military CINCs, the Homeland Command CINC would have a strong, influential voice in the budgets of the supporting services and agencies–at least insofar as it impacts carrying out the mission. The proposed organizational structure in Appendix A, shows how the Homeland Command is different from all of the other military unified commands and where it fits. Although there is currently no interagency command, that should not be reason alone to prevent creating this new kind of organization.

Brinkerhoff proposed, "our nation needs a virtual national organization to manage the entire spectrum of emergencies. The term "virtual" emphasizes that it will not and cannot be a hierarchical bureaucratic organization with organizational charts and lines of authority. It has to be virtual in the sense of a loose conglomeration of many different organizations at various levels and types that cooperate to plan, prepare, and respond to emergencies in accordance with common doctrine."[15] He then provided several ideas on how this can be done, even going so far as to suggest incorporating private-sector organizations.[16]

This organization is similar to a matrix organization, but it would have biological aspects that allow flexibility and growth as needed to take in new resources to meet new threats. The interagency staff structure strikes a balance between a highly structured and mechanistic organization depicted by a wiring diagram, and a network type of biological organization that encourages interactions because tasks and capabilities are grouped according to subject instead of being delineated by agency lines. A different kind of

threat requires a different kind of response and an interagency Homeland Command is definitely different from how we currently operate to ensure our nation's security.

The Interagency Staff

The lead of homeland security has an awesome challenge to bring together hundreds of different federal agencies, state, county, local, and private efforts. Many of these agencies never imagined the role they could play in homeland security. "Over the course of one dreadful morning that left thousands dead and caused billions of dollars in damage, federal agencies in border control, aviation security, law enforcement, financial regulation and a host of other nonmilitary functions were proven central to national security."[17] The challenge is to pull together these disparate agencies into a smoothly integrated organization without constraining them with a hierarchy that is so strict it blocks information and discourages innovation.

A military joint staff is composed of directorates numbered one through six, with each of the numbers indicating a specific function such as: personnel (1), intelligence (2), operations (3), logistics (4), plans (5), and C4 systems (6).[18] A director leads each directorate and these directors are key in that they also facilitate communications between different directorates. The beauty of using a structure like a military joint staff is it that will allow everyone to know where they fit in, regardless of their level. Everyone from the bystander chipping in to help, to the highest levels of the Federal government should be able to understand and if needed, establish a familiar-looking organization. This is possible, and important, because this organizational structure is not designed around agencies, but around capabilities and requirements.

The next sections discuss some of the macro-roles each directorate should be involved in. Appendix B depicts this proposed staff, some of the major tasks, and some of the major agencies involved in each area. Appendix C shows where the capabilities of all the involved organizations would fall in this organizational structure and Appendix D lists specific tasks for each directorate and who is currently involved with each of them.

H-1 – Personnel Directorate

> *"You read about all these terrorists, most of them came here legally, but they hung around on these expired visas, some for as long as 10-15 years. Now, compare that to Blockbuster; you are two days late with a video and these people are all over you. Let's put Blockbuster in charge of immigration."*
>
> —Jay Leno

In this most recent attack, the weapons used against us were not the military forces of another country, but simply people. With probably the most porous borders of any nation in the world, the challenge of controlling who comes into and out of the US is phenomenal. What was always deemed as a relatively unimportant administrative task has now been pushed to the pointy end of the spear in our efforts to prevent future terrorist actions.

The directorate for personnel would play a wide variety of roles in homeland security. One of the key issues would be border protection to include keeping track of who comes into and out of the United States. While more agents will be added to the Border Patrol and more will be assigned to patrol our border with Canada, it will take a much more comprehensive effort than just assigning more people to the problem. Better intelligence links and information sharing is what is needed, and putting all of those

responsible for this key job in one directorate will help to promote a better cross-flow of information.

Another key aspect of this task is challenges associated with identification. Currently, states do not have standardized identification cards, nor do they follow standardized procedures for issuing identification cards. Standardizing state identification procedures, and linking them to INS databases which show who has overstayed their visa, would be a significant improvement in this area.

H-2 – Intelligence Directorate

> *As three blind men encountered an elephant, each exclaimed aloud. "It is a large rough thing, wide and broad, like a rug," said the first, grasping an ear. The second, holding the trunk, said, "I have the real facts. It is a straight and hollow pipe." And the third, holding a front leg, said, "It is mighty and firm, like a pillar,"…the Sufi story concludes by observing that, "Given these men's way of knowing, they will never know an elephant."*
>
> - Peter Senge[19]

The above quote demonstrates how we need to understand the whole system and not just parts of it. Likewise, if our intelligence gathering and processing is shattered and stove piped, which it currently is, we will never fully comprehend our enemies so we can be prepared to counter their actions. The importance of intelligence in preventing terrorism was highlighted by Hebert, "Keeping backpack-sized nuclear weapons or chemical and biological agents out of the United States will always require good intelligence, because random checks are unlikely to do the job."[20] One of our major current homeland security gaps identified by Ridge is the lack of intelligence sharing between the CIA, FBI, military, state, and local authorities. Our intelligence gathering capability is phenomenal, yet the overwhelming amount of information we collect is not

always rapidly shared with those who need it the most. Setting up a centralized directorate to share intelligence among everyone involved would allow sharing of needed intelligence, while still protecting what needs to be protected.

One of the things this intelligence organization would be charged with is to develop a better understanding of our adversaries. Huntington suggested that the West needed to "develop a more profound understanding of the basic religious and philosophical assumptions underlying other civilizations and the ways in which people in those civilizations see their interests."[21] This goes beyond what most intelligence agencies are now charged to do and will require not only a new mindset, but also entirely new skill sets. Conversely, public affairs may even be involved in this directorate to help our adversaries develop a better understanding of us. Both of these efforts will go a long way toward deterring attacks.

H-3 – Operations Directorate

> *All nations should know: America will do what is necessary to ensure our nation's security.*
>
> - George W. Bush[22]

The homeland security operations directorate will consist of the most labor-intensive activities. In addition to military and response operations, this directorate also includes security operations, and training.

Offensive Operations. One of the big players in this section of the staff is the military, which will work to prevent attacks on the homeland by neutralizing those who would harm America. Unfortunately, there is a:

> "…temptation to look to the Department of Defense first at the exclusion of other agencies or activities, inside and outside of government, who may be better suited to perform key roles in defense of the nation. But military

> forces alone cannot keep the nation's homeland secure. Homeland security requires an extraordinary level of civil-military cooperation as well as unity of purpose, clear lines of responsibility, and close coordination at federal, state and local levels."[23]

To make it even more challenging, as Major General Barry pointed out, "a clear chain of command up to a unified leader does not exist for military homeland security."[24] Barry went on to say that "We do clearly have to do better on this organization, as several commands all have a piece of the puzzle."[25] The establishment of a Northern Command should help to remedy this problem from a military perspective.

Response Operations. Response operations include tasks such as firefighting, search and rescue, hazardous materials (HAZMAT) or Weapons of Mass Destruction (WMD) response, and even military operations. This is the largest group of people and the one of the most resource-intensive because it consists of all the first responders. During crisis reaction operations an organization would be established on the scene to mirror the H-1 through H-6 functions, and the leader would vary depending upon what kind of operation it is. For example, the FBI takes the lead for responses to threats or acts of terrorism within the US.[26] Currently, it can be difficult during a crisis response to tell who is in charge, but the establishment of an on-scene Operations Command Center would help standardize who is running the show.

While some cities have exercised extensively and are well prepared and well funded, that is not universally true. Almost every locality could use further funding for better equipment and more responders. President Bush recently established the USA Freedom Corps and the addition of these volunteers could help alleviate the manpower problem faced by the first responders.[27] The President is also pushing for more funding to go to the first responders to buy them needed equipment. Yet, these additional resources must

be used in a coordinated manner that will help interoperability, instead of making it even more difficult to work together.

Oklahoma's Governor Keating pointed out that the very first responders on the scene of a disaster will be local, and that was exactly what happened when the Murrah Federal Office Building was attacked on April 19, 1995.[28] "In fact, the real first responders were not even public employees; they were the bystanders and co-workers of the trapped and injured, who often shrugged off their own injuries and got up out of the rubble to help others."[29] He went on to point out that the FEMA Search and Rescue team did not arrive until several hours after the last living victim had been pulled from the building.[30]

Another aspect of the response will be dealing with Weapons of Mass Destruction (WMD) and bioterrorism. A recent study by the National Association of Counties showed that over "half of the nation's counties with populations of less than 10,000 report that they are unprepared to respond to a bioterrorism attack."[31] They showed similar shortcomings in relation to their ability to respond to a chemical attack.[32] The public health departments are responsible for handling quarantines if required, but out of approximately 3,000, almost 60% said they did not have a plan to enforce quarantine and nearly all of them are severely "strapped for staff and funds."[33] Clearly our focus for first response operations needs to be at enabling the local level while ensuring interoperability.

Security. Security operations are vast, and they incorporate a number of different agencies. Examples of these operations include: aviation security, border security, event security, etc. We need to think about security in a new way. In the past, our nation has relied upon the military to provide security, but now we face a different kind of threat

that will require much more than just military force to ensure public safety. Senator Nunn commented recently that each and every public building should have biological and chemical detectors; this is a completely different approach from providing security from other military forces in an overseas land.[34] Security operations will take many forms and will cover the entire spectrum of operations–from those individuals standing guard on the border, to high-tech missile defenses.

Training. In a continuously changing society and in workplaces that are increasingly technologically advanced, we need to keep learning. Nowhere is this truer than in learning to deal with threats to our homeland. Success in the future will require organizations to develop training that will enable them to quickly adapt to anything the future holds. A directorate that puts a focused effort on flexible training and cross sharing of information will be better prepared for the future. Too often, training programs are set up only in response to a perceived need, which makes them reactive instead of proactive. This organization needs to make the Homeland Command a learning organization that is innovative and constantly open to new ideas.

This directorate should help create an environment for training and exercising that allows responders to do more than tow the party line, but to also develop innovative ways of doing things even better, more quickly, and with less resources. This means that homeland security training cannot be only top-down with standardization forced upon all levels of responders. It also needs to be bottom-up, with local best practices and innovative ideas flowing upward and outward.

One aspect of training that can be built upon is the large number of individuals who serve in the military Guard or Reserve, who are also first responders. In New York

alone, approximately 60% of the fire and police are also members of the National Guard.[35] These individuals are excellent sources for liaisons to meld together the training received from both organizations. They provide a good source for closer ties, better coordination, and sharing of best practices; yet, now this is only done haphazardly by chance.

Training together is key to enabling this wide variety of agencies to learn to work together. Even among the military services, the day-to-day language used by each service can completely confound those from other services. This problem is exacerbated with each new agency or level of government thrown into the fray. Yet, it is impossible to even detect where the differences are, much less resolve them, until we come together and attempt to do a task. This must happen well before a crisis so that differences can be identified while there is still time to resolve problems. The Operations Directorate has a large responsibility for preventing and responding to threats to our homeland security; yet, they cannot succeed without logistics.

H-4 – Logistics Directorate

> *Logistics comprises the means and arrangements which to work out the plans of strategy and tactics. Strategy decides where to act; logistics brings the troops to this point.*
>
> —Jomini, Precis de l' Art de la Guerre, 1838[36]

The Logistics Directorate is charged with: supply, maintenance, repair, evacuation, transportation, engineering, salvage, procurement, health services, and mortuary affairs.[37] This is another vast range of responsibilities that incorporate efforts and resources from a wide variety of government, non-governmental, and private organizations at all levels– from Federal to local.

Many of the tasks involved in this arena are clearly delineated in the Federal Response Plan,[38] yet how they all work together in support of the overall effort is not so clearly detailed. Some of the major tasks include: mass care, health and medical services, food assistance, transportation, resource support, energy, public works, and engineering.[39] A directorate for these functions is desperately needed to coordinate all logistical efforts and corral information about all related supplies and equipment. This is needed not only after an event occurs, but also well in advance, in preparation for a response. Databases of available resources (to include personnel expertise such as medical or engineering personnel) should be developed that indicate what assets are available, how much is available, and where they are located. These databases could be coded with the H1-6 numbering to allow for wider understanding and utilization throughout the organization. Finally, during a response, a Logistics Control Center can be set up to centralize and coordinate the overall logistic support effort.

H-5 – Plans Directorate

> *Preparing for the future will require us to think differently and develop the kinds of forces and capabilities that can adapt quickly to new challenges and to unexpected circumstances.*
>
> —Defense Secretary Donald Rumsfeld[40]

This organization is not about fighting only terrorism. It is about preventing, preparing for, and responding to *all* future threats to our homeland—across the entire spectrum of operations, and the Planning Directorate will play a big role in how well we are prepared. Terrorism and the events of 9/11, as devastating as they were, are now in the past, and as we respond to it our next vulnerability will shift to some new area causing the next conflict to be very different. This directorate needs to be extremely

innovative and forward thinking to ensure America is protected and prepared for whatever the future may hold.

One of the ways we can be better prepared is through more thorough interoperability. This will come to fruition not only through training together, but also through planning together. The Plans Directorate would lead not only the planning efforts, but also programming, and doctrine development.

Planning and Programming. The Director of Homeland Security should have the same opportunity the CINCs have in creating their Integrated Priority Lists (IPLs) to impact budgeting decisions made by the organizations that support the mission. The way budgeting is now conducted separately in each of the hundred or so agencies involved in homeland security, only takes small bites out of the problem. Someone is needed to pull all these efforts together to make sure that everything required to enable effective homeland security is actually budgeted for.

As part of the Joint Strategic Planning System (JSPS), the military services create their own budgets that are reviewed by the CINCs to see if they conform to their mission requirements. The CINCs have the opportunity to create IPLs, which list in priority order, what they still need. These IPLs go to the CJCS, who makes recommendations to the SECDEF, who in turn gives authoritative guidance to the services on what, if any, adjustments need to be made. Likewise, Tom Ridge could review the budgets of each of the agencies involved in homeland security and create his own IPL for anything he feels is missing. His IPL could go to the President who would issue authoritative guidance to the involved agencies regarding any needed adjustments. Of course this is an oversimplified view of a very complicated process, yet our strength can be tracked by

where the dollars flow and without some influence in budgeting, the Homeland Command will have no ability to influence the outcome of our overall homeland security effort.

Interagency Doctrine. One of the ways to ensure a unified effort would be through the development of interagency doctrine. Military joint doctrine provides a good foundation from which to build interagency doctrine that clearly delineates the tasks and missions involved in homeland security, and who will fulfill what role in different situations.

Additionally, the creation of a Universal Interagency Task List (UITL) would make significant strides towards interoperability. Like the military's Universal Joint Task List (UJTL), this list could describe homeland security tasks and the measures and conditions for doing them. This list could be used much like the military's UJTL in that it could provide a common language to be used by everyone to describe resources, doctrine, operations, and training. Resource tracking for example could be simplified if supplies and personnel expertise were linked to task list numbers in shared databases. This could detail which agencies have what assets and expertise, and could help specify the exact amount of support provided in each task area by each agency. Ideally, creation of this task list would start by listing *required* tasks and then ensure that the capability needed to accomplish each task exists.

Another thing that the UITL can do is work toward minimizing differences between different agencies and responders through the establishment of ISO9000-type standards that each locality and agency can strive to meet. These standards, derived from the conditions and measures determined for the task listing, should be developed from local

and state inputs. The Federal Government could provide an incentive to those who meet standards, and this could provide a basis for sharing of best practices. Conversely, if an organization is not meeting standards, this will point out areas for additional resources and help.

H-6 – Command, Control, Communications, and Computer Systems Directorate

> *We are talking about moving information at speeds and in forms that permit winning at minimum cost.*
>
> —GEN F.M. Franks, Jr., USA[41]

Information and the means of its communication around organizations is truly where power lies. The role that the Command, Control, Communications, and Computer Systems Directorate will play in homeland security is expanding rapidly as more and more capabilities (and threats) shift to the electronic realm. This organization is responsible for: "…communications infrastructure, communications-computer networking, communications electronics, information assurance, tactical communications, and interoperability."[42] Currently, no single organization pulls together our homeland security efforts in this realm. With the key role communication plays in everything from sharing information, to preventing threats from being carried through, to the role robust communication plays in our ability to respond to a crisis – this directorate has quite a challenge to pull together the communications and computers of several hundred different organizations.

Some of the challenges facing this directorate are so basic they seem almost primitive. For example, of the 3,000 public health departments, an estimated 35% do not have an e-mail or Internet connection, yet that is primarily how the Centers for Disease Control provides emergency information.[43] Governor Keating pointed out that one

challenge in the response to the attack in Oklahoma City was communications and "the many different radio frequencies and institutional policies in play all too often left many participants in the effort in the dark concerning vital decisions that should have been shared universally."[44]

Another key job this directorate would handle is the dissemination of Civil Defense information. Commander Dobbs described how "As in any disaster, self help will largely be the rule for many citizens during the initial hours of a large-scale CRBN [chemical, radiological, biological, or nuclear] incident" yet the "lack of an official source of information on CRBN incidents has left the average citizen much less prepared, both intellectually and emotionally, than the lowest private in the US Army."[45] Commander Dobbs felt that we could learn many lessons from the Israeli Defense Forces Home Front Command, a largely reserve force which ensures everyone is familiar with their personal chemical gear and each new home is equipped with a shelter.[46] The author of this paper experienced this first–hand while living in Israel and can attest to this fact. Knowing that the author's one-year old baby had his own chemical suit did a great deal psychologically to ease fears about a possible attack.

At home, the spreading of information can also have a powerful impact on our ability to respond to disasters. A recent WMD exercise in Montgomery, AL tested the first responders even further because the contaminated "victims" wanted immediate assistance and became frustrated when they did not get it quickly enough. Since the first responders are likely to be bystanders, the public needs to be prepared. If the victims were aware of what actions needed to be taken to ensure the safety of the responders, they could focus on providing first aid to the injured and even setting up a skeletal response organization

within the contaminated area. If uneducated, the victims can be a serious detriment to response efforts. Several mock victims were instructed to further test the first response force by driving themselves to local hospitals and walking into emergency rooms. Had they actually been contaminated with chemicals or a biological agent, they would have spread it even farther, and created an even more dangerous situation. This can only be countered before a crisis and Dobbs proposed that even high school curriculum should include courses on this subject.[47]

Information assurance is yet another vital area that this directorate would be charged to protect. This is one area where the National Guard could be called to lead the effort. In Arizona, the Air National Guard "has become the center for private sector reporting and response to information assurance incidents."[48] The integration of the Guard with their communities and the technological sector provides fertile ground for building a strongly integrated protection force that will not be seen as outsiders.[49]

Special Staff

There are several other capabilities that are needed for the Homeland Command that could be placed upon a special staff to highlight their importance. In a military joint staff these responsibilities could be covered under the commander's personal staff and could include: Public Affairs, Comptroller, Chaplain, Surgeon, Provost Marshal, Staff Judge Advocate [legal advisor] and Inspector General. Based upon the commander's wishes, these functions could exist on his special staff, or be embedded within the other directorates depending upon the amount of close personal control the commander wishes to exercise over that particular function.[50]

Public Affairs. Public Affairs and publicity in general will be an essential part of homeland security and it could be embedded in the H-6 directorate. This organization could take on a wide range of responsibilities, from getting the word out to American citizens about what actions to take in an emergency, to spreading the news abroad about America. The same type of efforts that successful multi-national corporations take to ensure brand recognition and popularity should be used to promote America abroad.

Comptroller. The Comptroller could be embedded within the H-5, Planning Directorate because that is where the programming and budgeting functions would take place. This organization could also be tied closely to some intelligence functions. For example, one of the key tasks after 9/11 was to track down and freeze the terrorists' money. The Comptroller could be the one to take the lead and coordinate a Federal effort in this area.

Chaplain. The Chaplain could be embedded within the H-1, Personnel Directorate. This individual could play a key role in coordinating the religious support to a disaster response and could advise the organization on moral and ethical issues.

Surgeon. The Surgeon could be embedded within the H-4, Logistics Directorate. This individual would take the lead on all health service support and would work to pull together all the different agencies providing health support.

Provost Marshal. The Provost Marshal is one of the options included in the military joint staff to allow for centralized guidance, planning and conduct of military police operations.[51] In the military organization, this individual is the focal point for physical security and law enforcement. In this homeland security organization, this

function could be embedded into the H-3, Operations Directorate where other responsibilities for security and law enforcement reside.

Staff Judge Advocate. The Staff Judge Advocate, or JAG, is the legal advisor to the organization's leadership. This individual or organization could also be embedded within H-1, the Personnel Directorate. There are a wide variety of legal services that would be helpful to the commander of this organization. These services could include everything from the interpretation of laws, involvement in the planning process, and even possibly the development of proposals for new laws relating to homeland security.

Inspector General. Joint Publication 5-00.2 describes the basic functions of the Inspector general as inspecting, assisting, and investigating.[52] This function could help significantly to help pull together diverse organizations, especially in the assessment of interagency exercises and the efforts to be standardized.

Historian. The Historian can provide yet another valuable function that could also be embedded in the H-1, Personnel Directorate or in the H-5, Plans Directorate. This individual can keep track of "key events, important decisions and "how to's" of an operation" so that they can be used as learning tools in the future.[53]

Legislative Liaison. While this function does not normally exist on the military joint staff, it could play a key role in the Homeland Command. This individual will keep track of what is going on in Congress and the Senate that could impact homeland security and will keep legislative members engaged and involved in what this organization is doing. This person will also have the challenge of championing the needs of the Homeland Command and helping to eliminate turf battles.

Advantages of an Interagency Homeland Command

This organization builds upon our strengths to pull together a strong, synergistic force. By looking at all of the tasks involved in homeland security and determining who does each best, we can be best prepared to conduct those tasks while spending the least possible amount of resources.

While this organization has a variety of advantages, the one through six numbering alone would provide amazing levels of standardization and simplification. If all responders understood the responsibilities of each numbered directorate, they could provide visual controls on the scene to coordinate a response. At the WMD exercise in Montgomery, Alabama, many of the responders and observers wore baseball hats that indicated what agency they were from. Yet it still didn't make it clear what their area of expertise was since many came from organizations with expertise that cut across a wide variety of tasks. Using the numbered staff, responders could add the appropriate numbers to their baseball hats or use the numbering to mark specific areas where a task will take place. For example, in response to a crisis, a can of spray paint could be used to mark areas such as where medical triage (H-4.1), or where an operations center (H-3.6), will be located. This sounds very simple, yet universally understood visual controls such as this would cost next to nothing yet provide incredible levels of standardization, without being too constricting.

The numbering system also makes it easier for the different functions to work together and communicate with each other because they help both to matrix the organization and to link various levels of government together. For example, if you wanted to talk to someone who was doing Personnel Planning, you would look for H-5.1.

If you wanted to talk to someone about computer systems for personnel tracking, that would be H-1.6. This allows for simple, understandable interconnections at all levels not only horizontally but also vertically, because you would look for this same number whether you were working with the federal, state, or local level. This becomes very important with each state taking a different approach to how they organize for homeland security. This numbering provides a common language that still allows states the freedom to organize however they see fit. This concept seems so simple that it hardly seems worth mentioning, yet the way we are currently organized is such a far cry from this, it is amazing we are able to get anything accomplished.

Critics of Ridge's proposed plans have said this is not the time for massive reorganization. They have charged that we are too busy dealing with this most recent attack and taking urgent steps to protect ourselves, to take the time now to reorganize and pull together different agencies. One advantage to this proposal is this type of organization is a good starting point for more massive reorganization later on. An organizational structure can be established now that will provide the foundation for the addition of future agencies and capabilities—while still allowing for a robust interagency response today.

Conclusion

Just like the frogs needed to jump out of their pans of hot water into safety, we need to jump into an entirely new organizational structure to protect our homeland. The establishment of an interagency Homeland Command would provide an excellent starting point. A boundarlyless war requires a boundaryless response and a flexible, responsive, interagency organization that can knock down the barriers between different agencies is

what we need now to ensure that we can overcome whatever threats America may face—now and in the future.

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Appendix A

Homeland Command External Relationships

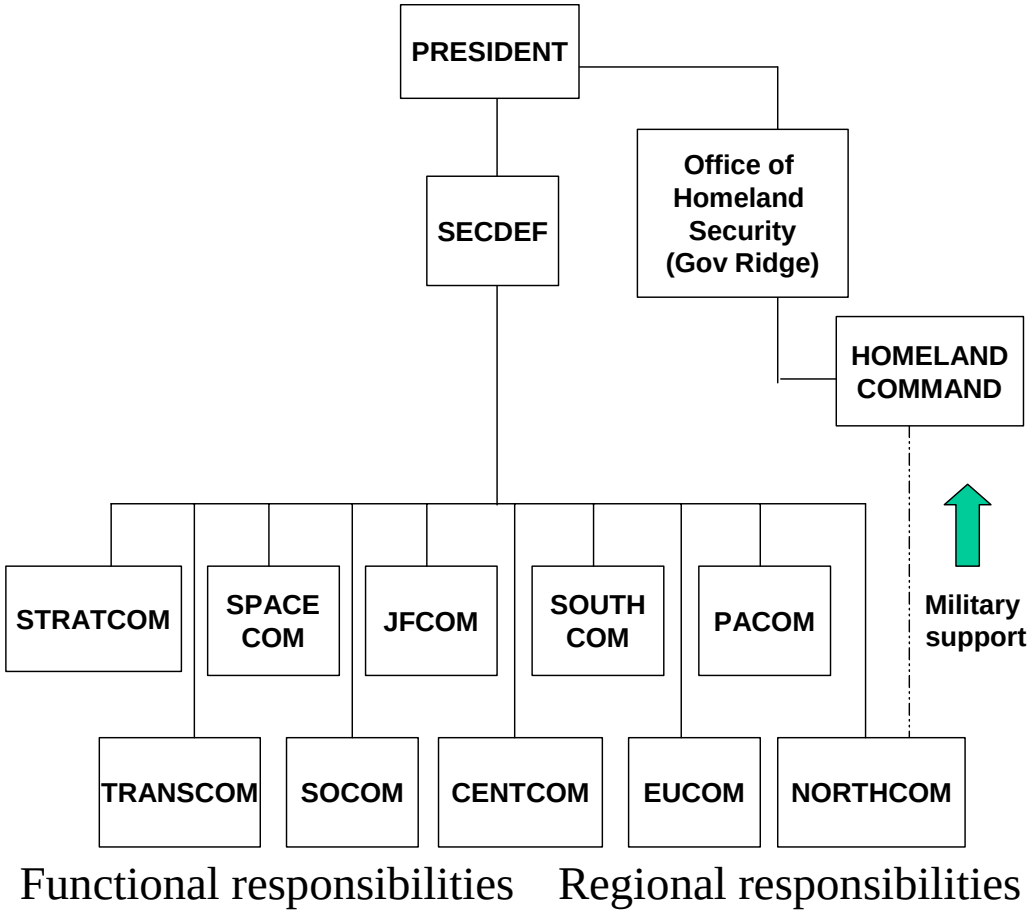
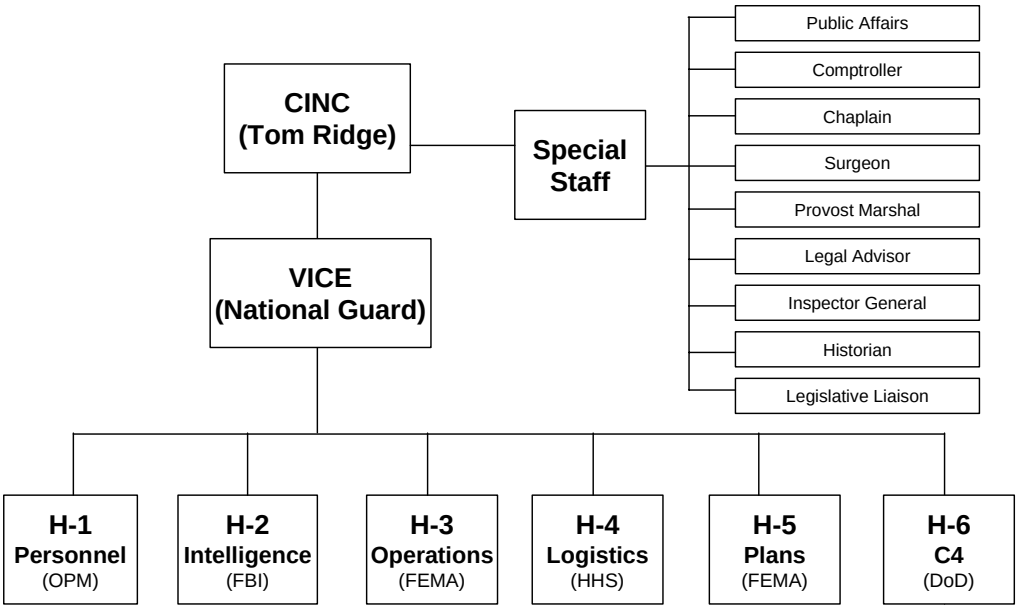


Figure 1 Homeland Command External Relationships

Appendix B

Homeland Command Internal Organization



1.1 Personnel/ Human Resource Management (OPM)

1.2 Identification (States & State Dept)

1.3 Immigration (INS)

1.5 Legal Issues (Attorney General)

1.6 Personnel Information Systems (OPM)

2.1 Personnel Intelligence / Security Clearances (FBI)

2.2 Intelligence (CIA/FBI/DoD)

2.3 Observation (DoD)

2.4 Resource / Logistics Intelligence (CIA)

2.5 Financial Intelligence (SEC)

2.6 **Interagency Intelligence Center** (FBI)

3.1 Civil Defense / Community Security (FEMA)

3.2 Intelligence Collection Operations (DoD)

3.3 Physical Security of US (Proactive Ops) (DoD)

3.4 First Responders (Responsive Ops) (FEMA)

3.5 Training (FEMA)

3.6 **Operations Command Center** (FEMA)

4.1 Mass Care and Triage (American Red Cross)

4.3 Radio, Chem, or Bio Hazards (Dept of Health &Human Services–HHS)

4.4 Transportation (DOT)

4.5 Resource Support (GSA)

4.6 **Logistics Control Center** (HHS)

5.1 Personnel Planning (OPM)

5.2 Intelligence Planning (CIA/FBI/DoD))

5.3 Operational Planning and Experimentation (FEMA)

5.4 Logistical Planning (HHS)

5.5 Strategic Planning, Innovation, Studies & Analysis (OHS)

5.6 C4I Planning (DoD)

6.1 Information Dissemination / Public Information (FEMA)

6.2 Information and Situation Assessment (FEMA)

6.3 Information Operations (DoD)

6.4 Protect from Electronic Attacks / Information Assurance (DoD)

6.5 C4ITraining (DoD)

6.6 Communications (National Communications System)

Figure 2 Homeland Command Internal Organization

Appendix C

An Interagency Staff for Homeland Security; Players and their Roles

Table 1 Homeland Security Players

Legend:
P = Primary / Lead Role
S = Support Role

Homeland Command - An Interagency Staff

	Agency	H-1 Pers	H-2 Intel	H-3 Ops	H-4 Log	H-5 Plans	H-6 C4
1	**The Ad Council**						S
2	**American Hospital Association**				S		
3	**American Red Cross (ARC)**				S		
4	**American Trucking Association's Highway Watch**		S				
5	**Attorney General**					S	
6	Homeland Security Advisory System (HSAS)						S
7	**Biometric Consortium**	S					
8	**Center for Domestic Preparedness**						S
9	**Center for Education and Research in Information Assurance and Security (Purdue University)**						S
10	COAST - Computer Operations, Audit, and Security Technology						S

	Agency	H-1 Pers	H-2 Intel	H-3 Ops	H-4 Log	H-5 Plans	H-6 C4
11	**Center for the Study of Intelligence**		S				
12	**The Chemical and Biological Weapons Nonproliferation Project**					S	
13	**Central Intelligence Agency (CIA)**		S	S		S	
14	**Cybersecurity Information Coordination Center**						S
15	**Community Emergency Response Teams (CERT)**			S			
16	**Comptroller**					S	
17	**Computer Security Institute**						S
18	**Computer Security Research Lab at UC Davis**						S
19	**Congressional Groups with involvement in Homeland Security:**					S	
20	Committee on Appropriations					S	
21	Committee on Armed Services					S	
22	Committee on Budget					S	
23	Committee on Energy and Commerce					S	
24	Committee on Government Reform					S	
25	Committee on International Relations					S	
26	Committee on Judiciary					S	
27	Committee on Resources					S	
28	Committee on Science					S	
29	Committee on Small Business					S	
30	Committee on Transportation and Infrastructure					S	
31	Committee on Veterans Affairs					S	
32	Committee on Ways and Means					S	
	Agency	H-1 Pers	H-2 Intel	H-3 Ops	H-4 Log	H-5 Plans	H-6 C4

	Agency	H-1 Pers	H-2 Intel	H-3 Ops	H-4 Log	H-5 Plans	H-6 C4
33	**Consumer Product Safety Commission (CPSC)**						S
34	**Corporation for National and Community Service**	S					
35	**Council of State Governments**					S	
36	**County Administrators**					S	
37	**Critical Infrastructure Assurance Office**			S			S
38	**Department of Agriculture**				S	S	S
39	Forest Service			S	S	S	S
40	Food and Nutrition Service				S		
41	Natural Resources Conservation Service				S		
42	Rural Utilities Service				S		
43	**Department of Commerce**				S	S	S
44	Building and Fire Research Laboratory					S	
45	Interagency Committee on Seismic Safety in Construction					S	
46	National Oceanic and Atmospheric Administration (NOAA)					S	
47	National Ocean Service (NOS)					S	
48	National Weather Service (NWS)					S	
49	Environmental Research Laboratories (ERL)					S	
50	Critical Information Assurance Office			S			S
51	National Institute of Standards and Technology (NIST)					S	
52	Computer Security Division (CSD)						S
53	National Telecommunications and Information Administration						S
54	**Department of Defense (DoD)**		S	S	S	S	S
55	Advanced Research Projects Agency (ARPA)					S	
56	Air Force			S			

57	Air Force Computer Emergency Response Teams						S
58	Air Force Rescue Coordination Center						S
59	Civil Air Patrol (CAP)		S	S	S	S	
60	NORAD		S	S		S	
61	Air Force Reserves			S	S		S
62	Air National Guard			S	S		S
63	Armed Forces Radiobiology Research Institute				S		
64	Army			S			
65	US Army Chemical School			S			
66	US Army Soldier and Biological Chemical Command (SBCCOM)				S		
67	Army National Guard			S	S		S
68	Army Reserves			S	S		S
69	Defense Information Systems Agency						S
70	Defense Intelligence Agency		S			S	
71	Defense Logistics Agency (DLA)				S		
72	Defense Security Service	S					
73	Defense Technical Information Center (DTIC)						S
74	Information Operations Task Force						S
75	JFCOM			S	S	S	
76	Director of Military Support/JTF-CS			S		S	
77	JTF-Computer Network Defense						S
78	Marines			S			
79	Consequence Management Interoperability Services (CMI-Services)						S
80	Marine Reserves			S			
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
81	National Imagery and Mapping Agency (NIMA)					S	

82	National Intelligence Support Team (NIST)		S				
83	National Military Joint Intelligence Center (NMJIC)		S				
84	National Reconnaissance Office (NRO)		S				
85	National Security Space Architect (NSSA)						S
86	Navy			S			
87	Northern Command			S		S	
88	Office of Strategic Influence (or replacement organization)						S
89	US Army Chemical School					S	
90	US Army Corps of Engineers (USACE)			S	S	S	
91	US Space Command		S				S
92	US Transportation Command				S		
93	Weapons of Mass Destruction Civil Support Teams (WMD-CST)			S	S		
94	**Department of Education (DOEd)**			S			
95	**Department of Energy (DOE)**				S	S	
96	Atmospheric Release Advisory Capability (ARAC)				S		
97	Federal Energy Regulatory Commission				S		
98	Federal Radiological Monitoring and Assessment Center (FRMAC)				S		
99	Los Alamos National Laboratory				S		
100	Radiation Emergency Assistance Center/Training Site (RE/ACTS)				S		
101	Radiological Assistance Program (RAP)				S		
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
102	**Department of Health and Human Services (HHS)**				**P**	S	

103	Centers for Disease Control and Prevention				S		
104	Health Alert Network				S		
105	Food and Drug Administration				S		
106	Hospital Preparedness Program				S		
107	Indian Health Service				S		
108	National Disaster Medical System				S		
109	Office of Emergency Preparedness				S		
110	Office of Public Health and Science				S		
111	Substance Abuse and Mental Health Services Administration				S		
112	**Department of Housing and Urban Development**				S		
113	**Department of Interior (DOI)**				S	S	
114	Bureau of Land Management				S		
115	Bureau of Reclamation				S		
116	Minerals Management Service				S		
117	US Geological Survey (USGS)				S		
118	**Department of Justice (DOJ)**			S		S	
119	Bureau of Justice Assistance					S	
120	Regional Information Sharing Systems (RISS)					S	S
121	Computer Crime and Intellectual Property Section						S
122	FBI		**P**	S	S	S	
123	Awareness of National Security Issues and Response (ANSIR)						S
124	Hazardous Material Response Units				S		
125	National Domestic Preparedness Office (NDPO)			S			S
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
126	National Infrastructure Protection Center (NIPC)			S			

127	Washington Field Office's Infrastructure Protection and Computer Intrusion Squad (WFO IPCIS)						S
128	National Security Coordination Council						S
129	U.S. Marshals Service			S			
130	**Department of Labor**				S		
131	Occupational Safety and Health Administration	S			S		
132	Job Corps	S					
133	**Department of State**	S	S	S	S		
134	Agency for International Development, Office of Foreign Disaster Assistance			S	S		
135	United States Information Agency						S
136	**Department of Transportation (DOT)**				S	S	
137	Office of Pipeline Safety				S		
138	Transportation Security Administration			S			
139	Sky Marshals			S			
140	US Coast Guard (USCG)	S		S	S		
141	Sea Marshals			S			
142	US Secret Service			S			
143	**Department of Treasury**				S	S	
144	US Customs Service	S		S			
145	**Department of Veterans Affairs**				S		
146	**Domestic Preparedness Program**			S			
147	**Drug Enforcement Agency**	S		S			
148	**Environmental Protection Agency (EPA)**			S	S		
149	**Epidemiologist Exchange Program**				S		
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
150	**Federal Aviation Administration**			S			
151	**Federal Communications Commission**						S

152	**Federal Computer Incident Response Center (FedCIRC)**						S
153	**Federal Emergency Management Agency (FEMA)**			**P**	S	**P**	S
154	Emergency Management Institute			S			
155	National Urban Search & Rescue Response System			S			
156	Office of Civil Defense (closed)						S
157	United States Fire Administration				S		
158	State Emergency Management Offices			S	S	S	S
159	Federal Judicial Center	S					
160	**Federal Technology Service**						S
161	Center for Information Security Services (CISS)						S
162	FTS SAFEGUARD Program						S
163	**Freedom Corps**	S				S	
164	AmeriCorps	S					
165	Citizen Corps	S					
166	Crisis Corps	S					
167	Medical Reserve Corps	S			S		
168	Neighborhood Watch				S		
169	Peace Corps	S					
170	Senior Corps	S					
171	Terrorist Information and Prevention System		S				
172	Volunteers in Police Service Program	S		S			
173	**Forum of Incident Response and Security Teams**			S			
174	**General Services Administration (GSA)**				S		S
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
175	Center for Government wide Security			S	S		S
176	**Office of National Security Emergency Preparedness**				S		S

177	**Global Information Infrastructure Commission**						S
178	**Global Maritime and Transportation School**				S		
179	**Government Accounting Office (GAO)**					S	
180	**Immigration and Naturalization Service**	**P**	S			S	
181	Border Police	S				S	
182	**Institute of Electrical and Electronic Engineers**						S
183	**International Association for Cryptologic Research**						S
184	**International City Managers Association**					S	
185	**International Computer Security Association**						S
186	**Local Fire**			S		S	
187	**Local funeral directors**				S		
188	**Local medical services**				S		
189	**Local Police**			S		S	
190	**Metropolitan Medical Response System (MMRS)**				S		
191	**National Aeronautics and Space Administration (NASA)**			S		S	
192	NASA Automated Systems Incident Response Capability						S
193	**National Archives and Records Administration**						S
194	**National Association of Counties**					S	
195	**National Association of Police Organizations**			S		S	
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
196	**National Classification Management Society**						S
197	**National Communications System (NCS)**				S	S	**P**

198	**National Conference of State Legislators**					S	
199	**National Counter Intelligence Center**		S				
200	**National Foreign Intelligence Program**		S				
201	**National Governor Association**					S	
202	**National Institute of Justice**	S				S	
203	**National Institutes of Health**				S		
204	National Pharmaceutical Stockpile				S		
205	**National Intelligence Council (NIC)**		S				
206	**National League of Cities**					S	
207	**National Memorial Institute for the Prevention of Terrorism (Oklahoma City)**					S	S
208	**National Security Agency**	S	S			S	
209	**National Sheriff's Association**			S		S	
210	**Nuclear Regulatory Commission (NRC)**				S		
211	**Office of the Chief Medical Examiner**				S		
212	**Office of Faith-Based and Community Initiatives**	S				S	
213	**Office of Information Security**						S
214	**Office of Personnel Management**	S					
215	**Office of Science and Technology Policy**					S	S
216	**President's Commission on Critical Infrastructure Protection**			S		S	S
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
217	**Securities Exchange Commission**		S				
218	**Security Corporations - Private**			S			
219	**Select Committee on Intelligence**		S				

220	**Senator Groups with involvement in Homeland Security:**					S	
221	Agriculture, Nutrition and Forestry					S	
222	Appropriations					S	
223	Armed Services					S	
224	Banking, Housing and Urban Affairs					S	
225	Budget					S	
226	Commerce, Science and Transportation				S	S	
227	Energy and Natural Resources				S	S	
228	Environment and Public Works				S	S	
229	Finance					S	
230	Foreign Relations					S	
231	Governmental Affairs					S	
232	Health, Education, Labor and Pensions	S			S	S	
233	Technology, Terrorism, and Government Information Subcommittee					S	
234	Research and Special Programs Administration			S		S	
235	**Small Business Administration (SBA)**					S	
236	**Special Advisor to the President for Cyberspace Security**						S
237	**State Guards / State Defense Forces**			S			
	Agency	**H-1 Pers**	**H-2 Intel**	**H-3 Ops**	**H-4 Log**	**H-5 Plans**	**H-6 C4**
238	**State Homeland Security Offices**					S	
239	**Tennessee Valley Authority (TVA)**				S		
240	**The Terrorism Research Center**					S	

241	**United American Civil Task Force (UACT)**	S					
242	**United States Conference of Mayors**					S	
243	**United States Intelligence Community**						
244	**United States Postal Service**				S		

Appendix D

Homeland Security – Universal Interagency Task List (UITL)

Table 2 Homeland Security Universal Interagency Task List (UITL)

Homeland Security Tasks			
#	**TASK**	**Agency / Org**	**Sub-tasks / Current Issues**
H-1 - Personnel			
1.1	***Personnel / Human Resource Management***	Office of Personnel Management	Processes are cumbersome. It is difficult to hire people with the right skills and to fire those not needed anymore[1]
		Job Corps	Part of Department of Labor
		Office of Safety and Health Administration (OSHA)	Promote the safety of response workers
1.1.1	*Volunteers and Volunteer Management*	Freedom Corps	Manage U.S. volunteers[2]
		AmeriCorps	
		Citizen Corps	
		Crisis Corps	
		Medical Reserve Corps	
		Neighborhood Watch	
		Peace Corps	
		Senior Corps	
		Volunteers in Police Service Program	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-1 - Personnel			
		Corporation for National and Community Service	
		Office of Faith-Based and Community Initiatives	
		United American Civil Task Force (UACT)	
1.2	***Identification***	each U.S. state	Currently there is no standard U.S. State Driver's licensing procedure nor is there standardization in the required documentation to obtain a license. Several of the 9-11 terrorists used questionable methods to obtain state drivers licenses.
		State Department	Control passport and visa issuance. Currently the State Department and overseas embassies have no way to access the FBI database on suspected criminals before issuing passports[3]
		National Institute of Standards	Working on biometric standards for fingerprinting and identity establishment[4]
		National Security Agency	Working with NIST on above[5]
		Biometric Consortium	Working with NIST on above[6]
		Defense Security Service	Background checks on personnel

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-1 – Personnel (continued)			
1.3	***Immigration***	INS	INS handles visas and immigration but currently can't track who overstays their visas[7]
		Border Police (part of INS)	Controls who comes in and out of the U.S. Their focus has been on the U.S.-Mexico border with 9,000 agents covering that 2,000 mile border and only 334 agents covering the 4,000 mile border with Canada[8]
		State Department	A new law may soon require background checks for students from countries identified as terrorist sponsors[9]
		US Coast Guard	Interdicts and searches vessels
		Customs Service	Prevents contraband from entering the U.S.
1.5	***Legal Issues***	Attorney General	
		National Institute of Justice	
1.6	***Personnel Information Systems***	Office of Personnel Management	Would be a new task to incorporate and build and maintain databases that cover the whole gamut of related personnel issues
H-2 - Intelligence			
2.1	***Personnel Intelligence / Security Clearances***	FBI	Would need to develop standardized method and format of background investigations, security clearances, etc.
2.2	***Robust Intelligence***	Central Intelligence Agency (CIA)	Intelligence gathering with an external look to the U.S.
		Unites States Intelligence Community	Led by CIA chief

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-2 – Intelligence (continued)			
		Center for the Study of Intelligence	Part of CIA - conducts intelligence research, studies intelligence history, conducts conferences, seminars, and university programs[10]
		Federal Bureau of Investigation(FBI)	Part of Department of Justice. Collects intelligence with an internal U.S. look. The FBI mission is to provide intelligence of any credible threat. Currently they are short on analysts who read and speak Arabic and other key languages[11]
		National Security Coordination Council	Part of Department of Justice. This new organization's mission is to "ensure a more seamless coordination of all functions of the department relating to national security, particularly our efforts to combat terrorism."[12]
		Department of Defense	
		Defense Intelligence Agency	
		US Air Force Intelligence	
		Naval Intelligence	
		Army Intelligence	
		Marine Intelligence	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-2 – Intelligence (continued)			
		Military Intelligence Board	Guides planning and gives guidance from a broad community perspective and integrates a wide variety of working groups[13]
		J2 from all combatant commands	
		National Intelligence Council (NIC)	
		National Intelligence Support Team (NIST)	
		National Military Joint Intelligence Center (NMJIC)	
		National Security Agency	Signals Intelligence (SIGINT)
		National Reconnaissance Office (NRO)	
		Department of State	Political Advisors
		Diplomatic Security Service	Part of Department of State
		National Foreign Intelligence Program (NFIP)	Part of Department of State - Hart-Rudman commission recommended that this program should include more open source intelligence into analytical products and add an emphasis on economic and science and technology concerns.[14]
		Bureau of Intelligence and Research	Part of Department of State
#	TASK	Agency / Org	Sub-tasks / Current Issues

H-2 – Intelligence (continued)			
		Foreign Affairs Network	Part of Department of State
		National Security Institute	
		Department of Treasury	Office of Intelligence Support
		Secret Service	Part of Dept of Treasury - provides protection of VIPs, investigation services, safeguard payment and financial systems of the US, provide a cyber threat response, reporting and provide security for National Security Special Events[15]
		President's Foreign Intelligence Advisory Board	
		Senate Select Committee on Intelligence	
		Terrorist Information and Prevention System	
		American Trucking Association's Highway Watch	
		National Counter Intelligence Center	
2.3	***Observation***	U.S. Air Force	E-8 JSTARS ground surveillance and AWACS airborne warning and control[16]
		U.S. Space Command	
		Civil Air Patrol	Provided aerial reconnaissance over the 2002 Salt Lake City Winter Olympics and also conducted observation flights over critical infrastructure such as public utilities and transmission lines[17]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-2 – Intelligence (continued)			
2.4	***Resource / Logistics Intelligence***	CIA	
2.5	***Financial Intelligence***	Securities and Exchange Commission	Track terrorist money, stock market attacks, suspicious movements, etc
2.6	***Interagency Intelligence Center***	FBI	This Center should be developed to ensure sharing of important intelligence information that also protects this information
H-3 - Operations			
3.1	***Civil Defense/ Community Security***	FEMA	
		Neighborhood Watch[18]	
		Volunteers in Police Service Program[19]	
		Terrorist Information and Prevention System[20]	
3.2	***Intelligence Collection Operations***	Department of Defense	
		CIA	
3.3	***Physical Security of US (Proactive Operations)***	Department of Defense	The DoD response will be more centralized under new Northern Command
		JFCOM	Part of JFCOM's mission is to protect and repel ground or sea-based attacks. JFCOM's Joint Task Force - Civil Support is the link for military support to U.S. operations[21]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		NORAD (Air Force and Air National Guard)	NORAD tracks all aircraft entering US airspace. It was outward looking on 9-11 and was only notified by the FAA of the hijackings. NORAD is now adding internal airspace surveillance (2). NORAD also directs the Combat Air Patrols flown over US cities.[22]
		NORTHCOM (Northern Command)	New command with more comprehensive mission to pull together military assets to defend North America will be stood up in 2002
3.3.1	*Physical Security of Events*	US Secret Service (lead for National Special Security Events)	Working with new metal detectors, "pinpoint magnetometers" which display where the strike was and improve security and reduce the delays when being searched with the wands[23]
		private corporations	Develop badging systems for events. CCTV and recognition software was being used for the Winter 2002 Olympics in Utah. Also create methods of event observation, such as the cameras placed around the Olympic village in Utah which were specially designed not to fog up or be affected by the weather[24]
		Department of Defense Weapons of Mass Destruction - Civil Support Teams	Conduct air sampling before large public events upon request[25]
3.3.2	*Law Enforcement*	Local police	
		National Sheriff's association	
#	**TASK**	**Agency / Org**	**Sub-tasks / Current Issues**

H-3 – Operations (continued)			
		National Guard (Air and Army)	The National Guard is not subject to Posse Comitatus like active duty and Reserve forces are
		U. S. Coast Guard	Like the National Guard, the Coast Guard (which falls under the Department of Transportation) also is not subject to Posse Comitatus
3.3.3	*Overseas operations*	Dept of Defense, regional Combatant Commanders (CINC)	These operations could range from full-scale retaliation to peacetime engagement - still need to expand information sharing, plan development
		Central Intelligence Agency	
3.3.4	*Transportation / Airline Security*	Transportation Security Administration	Newly developed organization now in the process of recruiting more than 30,000 Federal security personnel to perform airport screening duties at the nation's commercial airports[26]
		Dept of Transportation - Sky Marshals	Part of the Transportation Security Administration - fly on randomly selected aircraft and routes for in-flight protection. Before 11 September 2001 there were only 50 Air Marshals traveling only on international flights. Now there are hundreds flying domestically each day[27]
		Department of Defense	Fly Combat Air Patrols over the U.S. when required[28]
3.3.6	*Physical Security of Borders*	US Customs Service (Dept of Treasury)	Inspects goods entering the country, but now inspects less than 2%[29]
		US Coast Guard (Dept of Transportation)	Pushing for a standardized international packing and loading standards[30]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Sea Marshals	New U.S. Coast Guard service. Sea Marshals randomly select ships to ride and those ships are escorted into and out of US ports[31]
		Federal Aviation Administration	Tracks commercial and private aircraft that enter and exit the US[32]
		Department of Defense - National Guard	Guard airports and other locations in emergencies (not subject to Posse Comitatus like active duty and reserve forces are)[33]
		Airlines	
		Federal Aviation Administration	Ground all aircraft if needed, clear areas, and create no-fly zones
		Private Security Companies (i.e. Argenbright)	Baggage checking and handling procedures still need to be standardized
3.3.6.3	*Missile Defense*	Department of Defense	Currently in debate and development
		NORAD	Identification and early warning notification[34]
3.3.6.6	*Physical Security of Critical Infrastructure*	National Infrastructure Protection Office (FBI)	Brings together other representatives from U.S. government agencies, state and local governments and private sector in a partnership to protect our national critical infrastructure[35]
		President's Commission on Critical Infrastructure Protection	Recommends national strategy for protecting and assessing critical infrastructures from physical and cyber- threats[36]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Critical Infrastructure Assurance Office	Raises issues that cut across industry sectors to coordinate the Federal Government's plan and ensure a cohesive approach to achieving continuity in delivering critical infrastructure[37]
3.4	***First Responders (Responsive Operations)***	FEMA	
		Local Fire	
		Local Police	
		Local Medical Services	
		Community Emergency Response Teams (CERT)	Community members trained in disaster operations, disaster preparedness, disaster fire suppression, disaster medical operations and light search and rescue[38]
		National Sheriff's Association	
		State Guards / State Defense Forces	Militia which still exist in 19 states consisting of volunteers who train to provide emergency and community support services[39]
		Forum of Incident Response and Security Teams	
3.4.1	*Urban Search and Rescue*	FEMA (lead)	Manage National Urban Search & Rescue Response System and national-level coordinator[40]
		local first responders	Bystanders on the scene will likely be the first ones to begin searches, followed by the local fire and emergency responders[41]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Dept of Agriculture, Forest Service	Provide equipment and supplies from the National Interagency Cache System and develop plans to use National Interagency Fire Center contract aircraft[42]
		Dept of Defense	Fixed- and rotary- wing transportation of US&R task forces, secondary source for ground transportation, mobile feeding units and shelter for US&R forces[43]
		Dept of Defense, USACE	Trained Structures Specialists and System to Locate Survivors (STOLS) teams to supplement, pre-disaster training[44]
		HHS	Operational and administrative support for US&R medical teams. Ensure personnel have appropriate and valid licenses to practice in their states, provide medical supplies, equipment, pharmaceuticals, vet support, provide patient evacuation and continuing care after entrapped victims are removed from collapsed structures when state and local EMS resources are overwhelmed[45]
		Dept of Justice	Provide advice for legal protection of US&R task force personnel[46]
		Dept of Labor	Workers' comp for US&R personnel, guidance on OSHA regulations[47]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Agency for International Development, Office of Foreign Disaster Assistance	Single US government point of contact for coordinating use of international search and rescue resources[48]
		NASA	Provide personnel in appropriate technical disciplines, provide and maintain training sites for US&R task forces, R&D of new technologies for technical search, provide temporary use of facilities for mobilization centers and staging areas for US&R assets[49]
		Civil Air Patrol	While not included in the FEMA Federal Response plan, CAP does play a role in Search and Rescue[50]
3.4.3	*Firefighting*	Dept of Agriculture, Forest Service (lead)	Suppress wildfires on / threatening National Forest system lands. Provide direct liaison with local fire chiefs[51]
		local fire departments	First responders
		Dept of Commerce	Conduct fire / weather forecasting, urban and industrial hazard analysis support[52]
		Dept of Defense	Fight fires on military installations, support non-military fires with personnel, equipment, and supplies. USACE provides help with heavy equipment and/or demolition services[53]
		Dept of the Interior	Assist the Forest Service and others and fight fires on DOI lands[54]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Environmental Protection Agency	Provide technical assistance and advice involving hazardous materials[55]
		FEMA, US Fire Administration	Provide advice and assistance relating to structural firefighting and establish communications with State Fire Marshals[56]
3.4.4	*HAZMAT and WMD Response*	Environmental Protection Agency (lead)	Coordinate, integrate, and manage overall Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances or prevent, mitigate, or minimize the threat of potential releases[57]
		Dept of Transportation, US Coast Guard	Within its jurisdiction, coordinate, integrate, and manage overall Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances or prevent, mitigate, or minimize the threat of potential releases, maintain National Response Center and National Strike Force to provide technical advice, assistance and communications support[58]
		Dept of Agriculture	Ensure purity of meat, poultry, eggs, etc. Predict effects of pollutants on soil, assist in providing livestock feed, assist in disposition of livestock and poultry affected by radiation, assist with production, processing and distribution of food, provide information and assistance to farmers[59]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Dept of Commerce, National Oceanic and Atmospheric Administration	Acquire and disseminate weather data, forecasts and emergency info, provide expertise on natural resources and coastal habitat, predict pollutant movement, provide charts and maps[60]
		Dept of Defense	Direct response actions for releases from DOD vessels, facilities and vehicles. Provide personnel and equipment to support civilian emergencies as requested[61]
		US Army Soldier and Biological Chemical Command (SBCCOM)	Mission is to enhance response capabilities of military, federal, state and local emergency responders to terrorist incidents involving WMD[62]
		Army and Air National Guard (DOD) Weapons of Mass Destruction Civil Support Teams	Weapons of Mass Destruction Civil Support Teams. Currently 10 teams in place able to respond within 4 hours, will go up to 32 teams soon then 55 teams by 2005[63]
		Dept of Energy	Direct the response actions for releases from DOE vessels, facilities, and vehicles. Provide advice in identifying source and extent of radioactive releases[64]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Dept of Health and Human Services	Assess health hazards, protect response workers and public health, and determine whether illnesses, diseases, or complaints may be attributable to exposure to a hazardous substance, establish disease/exposure registries and conduct appropriate testing. Develop, maintain and provide information on the health effects of toxic substances[65]
		Dept of the Interior	Provide information on fish, wildlife, geology, hydrology, earthquakes, minerals, soils, vegetation, mining, etc[66]
		Dept of Justice	Provide legal advice on questions arising from Federal response[67]
		FBI - Hazardous Material Response Units	These units require approximately one week advance notice to set up their equipment[68]
		Dept of Labor, Occupational Safety and Health Administration	Provide advice and consultation regarding hazards to persons engaged in response[69]
		Dept of State	Coordinate international response when discharge or release crosses international boundaries or involves foreign flag vessels[70]
		Nuclear Regulatory Commission	Coordinate Federal effort to mitigate radiological consequences[71]
3.5	***Training***	FEMA	Emergency Mgmt Institute[72]
		National Training Center	Currently in discussion

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		Dept of Energy - Radiation Emergency Assistance Center/Training Site (REAC/TS)	Provides intensive training for health professionals in medical management for radiological accidents[73]
		FEMA, National US&R Response System	Urban search and rescue training[74]
		Dept of Defense, US Army Corps of Engineers	Urban search and rescue training[75]
		NASA	Provides and maintains training sites for use of Urban Search & Rescue task forces[76]
		Global Maritime and Transportation School	Works to enhance the ability of mariners aboard American vessels to track and record potential threats[77]
		Citizen Corps	Working to better prepare citizens for domestic emergencies. Creating Guidebook that will be released by the Attorney General[78]
		United American Civil Task Force (UACT)	Grass roots effort to develop community emergency preparedness training and establish community emergency preparedness teams[79] (7)
		Office of Civil Defense (FEMA)	Closed in 1990[80]
		Civil Air Patrol	Search and rescue and some civil defense training[81]
		US Army Chemical School	
		USA Freedom Corps - Citizen Corps councils	Community-level training[82]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-3 – Operations (continued)			
		State Training Office for Emergency Management	
		FEMA Emergency Management Institute[83]	
		Department of Education (DOEd)	
		National Domestic Preparedness Office (NDPO)	Part of FBI – coordinate all Federal WMD response efforts[84]
		Domestic Preparedness Program	
		Office of National Security Emergency Preparedness	
3.6	***Operations Command Center***	FEMA	
		Department of Defense - National Guard	Would be a new task for the Guard, but one for which the Guard would be well-suited with the Guard's robust communications capability and its presence in so many communities around the U.S.
H-4 - Logistics			
4.1	***Mass Care and Triage***	American Red Cross (lead)	Coordinate sheltering, feeding, emergency first aid, bulk distribution of relief and Disaster Welfare Information (DWI) for affected population[85]
		Dept of Agriculture, Food and Nutrition Service	Locate and secure supplies of food[86]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Dept of Agriculture, Forest Service	Provide cots, blankets, sleeping bags and personnel for shelters, and logistical guidance and support[87]
		Dept of Defense - Joint Task Force - Civil Support (JTF-CS)	Provide available resources, (personnel equipment and supplies) in the absence of other national resources[88]
		Dept of Defense, US Army Corps of Engineers	Provide potable water and ice, inspect mass care shelter sites to ensure suitability, assist in constructing temporary shelter facilities[89]
		Dept of Health and Human Services	Augment shelter personnel, provide casualty information, technical assistance for shelter ops, assist in provision of medical supplies[90]
		Dept of Housing and Urban Development	Provide info on available habitable housing units for use as emergency shelters[91]
		Dept of Veterans Affairs	Provide for food preparation and stockpiling, medical personnel and supplies and facilities for mass shelter[92]
		FEMA	Provide cots, blankets, MREs, and communications[93]
		General Services Administration	Logistical support as requested[94]
		US Postal Service	Change of address cards for victims[95]
		Medical Reserve Corps	In development as part of US Freedom Corps, will tap into retired medical personnel ready to help in emergency situations, HHS will work licensing and liability issues[96]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		AmeriCorps	Trained in emergency preparedness[97]
		Senior Corps	Trained in emergency preparedness[98]
4.1.1	*Victim Identification/Mortuary Services*	HHS – Office of Public Health and Science, Office of Emergency Preparedness, National Disaster Medical System	Disaster Mortuary Teams (DMORTs), temporary morgue facilities, victim identify, processing, prep, and disposition of remains[99]
		Dept of Defense	Assist with above[100]
		local funeral directors	As needed/contracted
		Dept of Justice - FBI	Assist in victim identification[101]
		Dept of Veterans Affairs	Assist in managing human remains including victim identification and disposition[102]
		Office of the Chief Medical Examiner[103]	
4.1.3	*Health and Medical Services*	Dept of Health and Human Services	Lead all health-related efforts. Provide medical equipment and supplies including pharmaceuticals, biologic products and blood. Direct patient evacuation - movement of seriously injured or ill patients. In-Hospital care - Maintain a nationwide network of voluntarily pre-committed, non-Federal, acute care hospital beds in largest US metropolitan areas. Veterinary Services - health care for injured or abandoned animals.[104][105][106]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Office of Public Health and Science	Part of Dept of Health and Human Services - Assess health and medical needs, mobilize and deploy assessment team to disaster area[107]
		Office of Emergency Preparedness	Part of Dept of Health and Human Services - Medical care personnel / triage - provide Disaster Medical Assistance Teams (DMATs) to care for patients until evacuation[108]
		National Disaster Medical System	Part of Dept of Health and Human Services - Medical care personnel / triage - provide Disaster Medical Assistance Teams (DMATs) to care for patients until evacuation[109]
		Center for Disease Control and Prevention	Part of the Dept of Health and Human Services - Health surveillance, monitor general population and potential outbreaks. Monitor health and well being of emergency workers. Public Health Information - publish health, disease, and injury prevention information. Vector Control - assess threat of vector-borne diseases, collection and lab analysis of samples[110] [111]
		Food and Drug Administration	Part of HHS - Food/drug/medical device safety [112]
		Substance Abuse and Mental Health Services Administration	Part of HHS - Mental Health Care - assess mental health needs and mental health training materials for disaster workers[113]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Indian Health Service	Part of HHS - Portable Water/Wastewater and Solid Waste Disposal - assess potable water and disposal issues, collect and lab analysis of samples, provide water purification[114]
		FEMA	Assist with establishing priorities, assist with communications support, assist in providing info/liaison, provide logistics support as appropriate[115]
		General Services Administration	Provide facilities, equipment, supplies, and other logistical support including acquisition of private sector ground and air transportation[116]
		National Communications System	Provide communications support for medical command and control - through the Office of the Manager[117]
		US Postal Service	Provide distribution and transportation of medicine and pharmaceuticals to general public[118]
		Dept of Defense - Active, Reserve and National Guard	Casualty clearing and staging, fixed-wing aero medical evacuation[119]
		Dept of Veterans Affairs	Clinical health and medical care specialists[120]
		Agency for International Development, Office of Foreign Disaster Assistance	Coordinate international offers for health/medical support[121]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		American Red Cross	Emergency first aid, supportive counseling, assist community health personnel, blood[122]
		Dept of Veterans Affairs	Provide available medical supplies for distribution to mass care centers, VA medical centers[123]
		American Hospital Association	
		Epidemiologist Exchange Program	
		Metropolitan Medical Response System (MMRS)	
4.1.4	*Food assistance*	Dept of Agriculture, Food and Nutrition Service	Determine food availability, needs of population, issue food stamps, and make emergency food supplies available[124]
		Dept of Defense	Assess availability of DOD food supplies and storage facilities, deliver and distribute resources[125]
		Dept of Health and Human Services	Determine which foods are fit for human consumption and identify potential problems of contaminated food. Provide health education in areas of food preparation and storage[126]
		American Red Cross	Identify and assess requirements for food distribution services and coordinate food distribution efforts of other voluntary organizations[127]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Environmental Protection Agency	Assist with determining suitability of food resources for human consumption and identify potential hazardous materials impacts on the food supply[128]
		FEMA	Provide demographic information about disaster area and information on State, local, and private sources of food[129]
		General Services Administration	Lend support for any necessary procurement efforts to meet needs of affected population[130]
4.1.6	*Telemedicine*	Department of Defense	Communications support to allow for specialized care and medical advice in contaminated areas. The military is currently working on this to support casualties in the field
		American Telemedicine Association	
		US Health Resources and Services Administration - Office for the Advancement of Telehealth	
4.3	***Radiological / Chemical / Biological Hazards***	HHS - Centers for Disease Control and Prevention	Assess exposures on general population, advise on protective actions, and provide medical treatment of victims[131]
		Dept of Energy	Provide air filters and sensors and radiological measures for events (such as those used in Utah at the 2002 Winter Olympic venues) - near real time surveys[132]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Dept of Energy, Radiation Emergency Assistance Center/Training Site (REAC/TS)	Provide consulting assistance to assess and treat, conduct victim counseling, and provide advice regarding handling of contaminated remains[133]
		DOE - Radiological Assistance Program (RAP)	Regional resource to evaluate, control and mitigate radiological hazards to response workers and the public, assist in decontamination of victims, and assist state and local authorities[134]
		DOE - Atmospheric Release Advisory Capability (ARAC)	Provide real-time transport, dispersion, and dose predictions of atmospheric releases of radioactive and hazardous materials to use for taking protective actions such as sheltering and evacuation of people [135]
		DOE - Federal Radiological Monitoring and Assessment Center (FRMAC)	Assist health and medical authorities in determining radiological dose information[136]
		Environmental Protection Agency	Provide technical assistance and environmental information for assessment of medical/health aspects of situations involving hazardous materials[137]
		Weapons of Mass Destruction Civil Support Teams (DoD)	Mobile Analytical Lab Systems - MALS, 2 million dollar mobile laboratories in a van that will be located within approximately 250 miles in each state[138]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
4.4	*Transportation*	Dept of Transportation (lead)	Movement Coordination Center (MCC), coordinate with FAA for air traffic control support for priority missions[139]
		Dept of Agriculture, Forest Service	Manage mobilization centers, staff MCC[140]
		Dept of Defense, US Army Corps of Engineers	Ensure operation of inland waterways, ports, and harbors[141]
		Dept of Defense, USTRANSCOM	Move resources and assist contracting civilian airlift[142]
		Dept of State	Coordinate offers of help from foreign governments[143]
		Dept of Treasury, US Customs Service	Provide airlift and marine transport[144]
		FEMA	Coordinate with all involved agencies[145]
		General Services Administration	Source and contract transportation[146]
		Tennessee Valley Authority	Coordinate transportation and navigation on TVA-managed waterways[147]
		US Postal Service	Provide vehicles not required for mail delivery to transportation relief resources[148]
		Federal Aviation Administration	Conduct air traffic control support for priority missions
		Civil Air Patrol	Provide airlift - for example CAP provided airlift for needed listening equipment to the World Trade Center site immediately after 11 September
4.4.6	*Mail Safety*	US Postal System	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Armed Forces Radiobiology Research Institute	Working with USPS to determine what dose of radiation is needed to kill anthrax without damaging most mail[149]
4.5	***Resource Support***	General Services Administration (lead)	Locate, procure and issue resources, space, nonedible supplies, motor equipment and transportation services, telecommunications equipment, etc.[150]
		Dept of Agriculture, Forest Service	Manage and support mobilization centers[151]
		Dept of Commerce, Interagency Committee on Seismic Safety in Construction, Building and Fire Research Laboratory, and National Institute of Standards and Technology	Assess structural and fire safety of Federal and non-federal damaged buildings and lifelines[152]
		Dept of Defense	Provide resources in absence of other national disaster system resource capabilities[153]
		Defense Logistics Agency (DLA)	
		Dept of Energy	Coordinate with energy industries to assist in meeting critical fuel, lubricant, and electrical power needs[154]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Dept of Labor, Job Corps	Assist in the identification and recruitment of individuals with specialized occupations needed to support disaster response operations[155]
		Dept of Transportation	Determine requirements, locations, and schedules for movement of emergency supplies[156]
		Dept of Treasury, US Customs Service	Provide security support as requested[157]
		Dept of Veterans Affairs	Assist in procuring medical supplies and services, provide computer support operations as appropriate[158]
		FEMA	Conduct liaison and coordination, and coordinate urban search and rescue equipment purchase[159]
		NASA	Provide available space, buildings, airports, and telecommunications as may be required[160]
		National Communications System	Assist in coordinating the provision of commercial telecommunications assets[161]
		National Pharmaceutical Stockpile	Part of National Institute of Health
		Office of Personnel Management	Identify, locate, and recruit personnel needed to support disaster operations after coordination with GSA[162]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
4.5.4	*Energy*	Dept of Energy (lead)	Focal point for all energy response and restoration issues, monitor energy system damage and repair work, identify resources need to restore energy systems, deploy DOE response teams as needed[163]
		Dept of Agriculture, Rural Utilities Service	Provide advice regarding restoration of electrical power, estimate system damage, available supply, need for local assistance, identify surplus power available from other systems and sources and help make it available[164]
		Dept of Defense	Report damage assessment and priorities for restoring energy to critical defense facilities[165]
		Dept of Defense, USACE	Coordinate emergency power team tasking with power-system restoration activities to set priorities and ensure time and resources are not wasted in providing support to a facility that is about to have its power restored[166]
		Dept of the Interior, Bureau of Land Management	Provide information on energy production and supply on Federal lands, assess damage to production and transmission systems, and provide engineering and technical support as necessary[167]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Dept of the Interior, Bureau of Reclamation	Assess hydroelectric facilities and flood control actions, assist in repair, increase electrical generation to supplement losses in disaster areas, utilize hydroelectric plants' internal restart capabilities to assist in restoring the power system if blackouts occur[168]
		Dept of the Interior, Minerals Management Service	For offshore facilities, provide energy production and well reserve information, assess energy production damage and projected repair schedules for off-shore facilities and provide engineering and technical support as necessary[169]
		Dept of State	Coordinate with foreign nations and international agencies for assistance and information, assist in implementation of emergency-related international energy agreements[170]
		Dept of Transportation, Office of Pipeline Safety	Respond to requests for waiver of restrictions to meet emergency requirements[171]
		National Communications System	Assist DOE in efforts to aid energy industry, assess damage to telecommunications identified by DOE as essential for energy system restoration[172]
		Nuclear Regulatory Commission	Report status of nuclear power plants in affected areas[173]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Tennessee Valley Authority	Assess supply, system damage, and repair requirements within the TVA, supply surplus power as required, supply critical replacement parts and equipment as requested, supply technical expertise as requested[174]
4.5.6	*Public Works and Engineering*	Dept of Defense, US Army Corps of Engineers (lead)	Provide engineering personnel and equipment to assist with debris removal, demolition, repair of roads and bridges, temporary repair of public buildings and repair of water supply[175]
		Dept of Agriculture, Forest Service	Support above[176]
		Dept of Agriculture, Natural Resources Conservation Service	Evaluate damage to water control facilities[177]
		Dept of Commerce, Interagency Committee on Seismic Safety in Construction,	Provide consulting services to assess structural damage to buildings and public works and utilities[178]
		Building and Fire Research Laboratory	Provide consulting services to assess structural damage to buildings[179]
		National Institute of Standards and Technology	Provide consulting services to assess structural damage to buildings and public works and utilities[180]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-4 – Logistics (continued)			
		Dept of Health and Human Services	Supply engineering and environmental health personnel to assess wastewater and solid-waste facilities, assist with determining the suitability of water[181]
		Dept of the Interior	Provide engineering support for dams, levees, etc. [182]
		Dept of Labor, OSHA	Provide supplemental assistance for debris removal or demolition activities[183]
		Dept of Veterans Affairs	Provide engineering personnel and support[184]
		Environmental Protection Agency	Determine suitability of water and identify hazardous materials[185]
		Tennessee Valley Authority	Provide personnel to assist damage assessment, structural inspections, debris clearance monitoring and restoration of facilities[186]
H-5 - Plans			
5.1	***Personnel Planning***	Office of Personnel Management	Coordinate overall Federal effort
5.2	***Intelligence Planning***	Central Intelligence Agency	Coordinate overall Federal effort
		Federal Bureau of Investigation	
		Department of Defense	
5.3	***Operational Planning and Experimentation***	FEMA (lead)	Coordinate overall Federal effort
		Dept of Defense - National Guard (second lead)	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-5 – Plans (continued)			
		Department of Justice	
		All others participate on some level	
5.3.5	*Doctrine Development*	Dept of Defense - National Guard	Coordinate overall Federal effort - not currently done by any organization
		FEMA	
5.3.6	*After-action lesson learned sharing*	Dept of Defense - National Guard	Coordinate overall Federal effort - not currently done by any organization
		National Conference of State Legislators	Forum to advance ideas from home states to other states and on Capitol Hill[187]
		National Governors Association	Collective voice of the nations' governors and Center for Best Practices to share state innovations[188]
		Regional Information Sharing Systems	Part of Department of Justice - Bureau of Justice Assistance[189]
		National Archives and Records Administration	
5.4	***Logistical Planning***	FEMA (lead)	Coordinate overall Federal effort
		Dept of Defense - National Guard (second lead)	
		Department of Health and Human Services (HHS)	
		Department of Interior (DOI)	
		Department of Transportation (DOT)	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-5 – Plans (continued)			
		All others participate on some level	
5.5	***Strategic Planning, Innovation, Studies & Analysis***	Office of Homeland Security	Lead and coordinate overall Federal Homeland strategic planning effort and publication
		National Association of Counties	Ensures the nation's 3066 counties are heard and understood at the White House and in the halls of Congress - the only national organization in the US that represents county governments[190]
		US Conference of Mayors	Official nonpartisan organization of cities with populations of 30,000 or more - there are 1,139 such cities in the U.S.[191]
		National League of Cities	Since 11 September 2001, the National League of Cities has been collecting and sharing information from a variety of resources to help cities across America review preparedness plans, share ideas, and gear up for a higher level of readiness. This organization represents both small and large cities[192]
		International City / County Managers Association	Professional and educational organization representing appointed mayors and administrators in local government[193]
		Council of State Governments	Public nonpartisan and non-profit association serving legislatures and encouraging collaboration[194]
		National Governors Association	Collective voice of the nations' governors[195]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-5 – Plans (continued)			
		County Administrators	
		State Homeland Security Offices	
		Attorney General	
		The Chemical and Biological Weapons Nonproliferation Project	
		Advanced Research Projects Agency (ARPA - part of DoD)	
5.5.1	*Budgeting*	Office of Homeland Security	This task could be done by the Comptroller on the Special Staff
		Congress and Senate	Provide inputs, guidance, and budgetary decisions
5.5.3	*Inspector*	FEMA	Evaluate operational readiness of capabilities
5.6	***C4I Planning***	Department of Defense - National Guard	Coordinate overall Federal effort - not currently done by any organization
H-6 - C4I			
6.1	***Information Dissemination / Public Information***	Homeland Security Advisory Systems	The Attorney General manages this newly developed system to provide a multi-hued threat warning system to alert the public and help guard against terrorist attacks[196]
		National Memorial Institute for the Prevention of Terrorism (Oklahoma City)	The institute contains "Information drawn directly from field experience of how to blend the many levels of responders together in a seamless a way as possible to react to a terrorist attack."[197]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		US Air Force Special Operations Forces	Conduct psychological operations, radio broadcasting and security
		Office of Strategic Influence (DoD)	Closed and tasks farmed out to other organizations[198]
		United States Information Agency	
		Information Operations Task Force (DoD)	
		Corporation for National and Community Service[199]	
		The Ad Council	
		Office of Faith-Based and Community Initiatives[200]	
		National Oceanic and Atmospheric Administration, National Weather Service	Conduct public dissemination of critical information (part of Department of Commerce)
		FBI's Awareness of National Security Issues and Response (ANSIR)	Provide unclassified national security threat and warning information to U.S. corporate security directors and executives, law enforcement, and other government agencies[201]
		Center for Domestic Preparedness	
		Consumer Product Safety Commission (CPSC)	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		National Domestic Preparedness Office	Part of FBI
		HHS - Centers for Disease Control and Prevention	Public Health Information - publish health, disease, and injury prevention information[202]
6.2	***Information and Situation Assessment***	FEMA	Coordinate the Federal situation assessment to include remote sensing and reconnaissance operations[203]
		Dept of Commerce, NOAA/NOS	Conduct nautical and aeronautical charting, surveys, tidal and geodetic services, and georeferenced coastal imagery[204]
		Dept of Commerce, National Weather Service	Meteorology[205]
		Dept of Commerce, National Institute of Standards	Structural Engineering[206]
		Dept of Commerce, Treasury and SBA	Economic and business impacts, banking and small business recovery assistance[207]
		Dept of Treasury, US Customs Service	Economic and business impacts, banking and small business recovery assistance[208]
		Small Business Administration	Small business recovery assistance[209]
		Dept of Education	Schools[210]
		Dept of the Interior - U.S. Geological Survey	Seismology[211]
		Department of the Interior	Provide information on hydrology[212]
		U.S. Army Corps of Engineers	Provide information on stream Flows[213]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Dept of the Interior - National Oceanic and Atmospheric Administration	Provide water-level data[214]
		DOC/NOAA/ERL	Airborne pollution dispersion prediction[215]
		American Red Cross	Shelter status reports and housing transition issues and planning[216]
		Department of Justice	legal issues and law enforcement[217]
		Environmental Protection Agency	Determine environmental impacts, pollution and hazardous materials[218]
		U.S. Coast Guard (DOT)	Determine environmental impacts, pollution and hazardous materials[219]
		Treasury/US Customs Service	Provide real-time assessment of disaster impact and magnitude[220]
		Nuclear Regulatory Commission	Nuclear power plants[221]
		U. S. Army Corps of Engineers	Ensure dam safety[222]
		Department of The Interior - U.S. Geological Survey	Provide remote sensing technology and assistance[223]
		National Imagery and Mapping Agency (DoD)	Provide remote sensing technology and assistance[224]
		NASA	Provide remote sensing technology and assistance[225]
		Critical Information Assurance Office (DOC)	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Defense Information Systems Agency (DISA)	
6.3	***Information Operations***	Department of Defense	
		CIA	
6.4	***Protect from Electronic Attacks / Information Assurance***	Department of Defense	
		National Institute of Standards - Computer Security Division (CSD)	Currently developing Advanced Encryption Standard.[226] Working to improve information systems[227]
		NIST - Computer System Security and Privacy Advisory Board (CSSPAB)	Congress established as a public advisory board in the Computer Security Act of 1987 - consists of 13 experts in the fields of computer and telecommunications systems security and technology[228]
		Defense Information Systems Agency (DISA)	Plan, engineer, develop, test, and manage programs, acquire, implement, operate and maintain information systems for C4I and mission support under all conditions of peace and war[229]
		Defense Technical Information Center (DTIC)	
		Joint Task Force - Computer Network Defense (JTF-CNO)	

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Consequence Management Interoperability Services (CMI-Services - part of US Marines)	
		National Security Agency	Cryptologic Security
		CERT Coordination Center (CERT/CC)	Center of Internet Security expertise at the Software Engineering Institute, a federally funded research and development center operated by Carnegie Mellon University. Study Internet security vulnerabilities, handle computer security incidents, publish security alerts, research long-term changes in networked systems, and develop information and training to help improve security[230]
		FBI Washington Field Office's Infrastructure Protection and Computer Intrusion Squad (WFO IPCIS)	Investigate unauthorized intrusions into major computer networks belonging to the telecommunications providers, private corporations, U.S. government agencies and public and private educational facilities[231]
		Forum of Incident Response and Security Teams (FIRST)	International consortium of computer incident response and security teams who work together to handle computer security incidents and to promote preventative activities - more than 100 members[232]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Federal Computer Incident Response Center (FedCIRC)	Central coordinating and analysis facility dealing with computer security related issues affecting the civilian agencies and departments of the Federal Government[233]
		Cybersecurity Information Coordination Center	
		Special Advisor to the President for Cyberspace Security	
		Computer Security Research Lab at UC Davis	
		Center for Information Security Services (CISS) and SAFEGUARD Program	Part of Federal Technology Service
		Critical Infrastructure Assurance Office	
		Global Information Infrastructure Commission	
		International Computer Security Association	
6.5	***C4I Training***	Center for Education and Research in Information Assurance and Security - Purdue University	Multi-disciplinary research and education in areas of information security[234]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		National Security Institute	
		Computer Security Institute	
6.6	***Communications***	National Communications System (lead)	Interagency group that coordinates telecommunications assets of federal departments and agencies to ensure compatibility and interoperability during emergencies[235]
		National Institute of Standards	Working to standardize wireless communication and information technology for first responders with funding from the National Institute of Justice[236]
		Institute of Electrical and Electronic Engineers	Working with NIST to develop structured message sets to transfer information between command centers[237]
		Dept of Agriculture, Forest Service	Provide radios for firefighters, law enforcement, and disaster response operations, maintain National Interagency Radio Support[238]
		National Telecommunica-tions and Information Administration	Part of Department of Commerce - determine radio spectrum assignments[239]
		Dept of Defense	Federal Response Plan includes DoD as supporting agency, but does not delineate the specific type of support required. The DoD WMD CSTs have Unified Command Suite vehicles with robust communications with secure and non-secure voice, data, and video[240]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Dept of the Interior	Provide radio-telephone systems not required to meet DOI missions[241]
		Federal Communication Commission	Review plans and regulate[242]
		FEMA	Install computers and LANs at DFO, provide communications support to state and local officials[243]
		General Services Administration	Lead Emergency Communications Staff, procure communications assets and distribute, coordinate frequency management[244]
		State Emergency Operations Centers	
		Air Force Rescue Coordination Center	
		National Security Space Architect (NSSA)	
6.6.6	*Computers*	National Guard (Air and Army)	
		Air Force Computer Emergency Response Teams	Work with federal agencies and software developers to plug vulnerabilities as they are found
		JTF-Computer Network Defense	
		Government Accounting Office	Recent audits by the GAO show federal computer systems are vulnerable to hackers[245]

#	TASK	Agency / Org	Sub-tasks / Current Issues
H-6 – C4I (continued)			
		Department of Justice - Computer Crime and Intellectual Property Section	

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Glossary

9/11	11 September 2001 and the airline highjacking attacks on the World Trade Center towers and the Pentagon
AG	Attorney General
AID-OFDA	Agency for International Development, Office of Foreign Disaster Assistance (part of DOS)
ANG	Air National Guard
ANSIR	Awareness of National Security Issues and Response (part of DOJ)
ARAC	Atmospheric Release Advisory Capability (part of DOE)
ARC	Air Reserve Component
ARC	American Red Cross
ARPA	Advanced Research Projects Agency (part of DoD)
CAP	Civil Air Patrol
CAP	Combat Air Patrol
CDC	Center for Disease Control (part of HHS)
CDP	Center for Domestic Preparedness
CENTCOM	Central Command (part of DoD)
CERIAS	Center for Education and Research in Information Assurance and Security (part of Purdue University)
CERT	Community Emergency Response Teams
CIA	Central Intelligence Agency
CIAO	Critical Infrastructure Assurance Office
CICC	Cybersecurity Information Coordination Center
CINC	Combatant Commander
CISS	Center for Information Security Services (part of FTS)
CJCS	Chairman of the Joint Chiefs of Staff
CMI-Services	Consequence Management Interoperability Services (part of U.S. Marines, DoD)
COAST	Computer Operations, Audit, and Security Technology (part of Purdue University)
CBRN	Chemical, Biological, Radiological, or Nuclear
CSI	Center for the Study of Intelligence (part of the CIA)
CSI	Computer Security Institute
DEA	Drug Enforcement Agency
DIA	Defense Intelligence Agency (part of DoD)

DISA	Defense Information Systems Agency (part of DoD)
DLA	Defense Logistics Agency (part of DoD)
DOA	Department of Agriculture
DOC	Department of Commerce
DoD	Department of Defense
DOE	Department of Energy
DOEd	Department of Education
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DOTreas	Department of Treasury
DSS	Defense Security Service (part of DoD)
DTIC	Defense Technical Information Center (part of DoD)
DWI	Disaster Welfare Information (ARC)
EMI	Emergency Management Institute
EPA	Environmental Protection Agency
ERL	Environmental Research Laboratories (under DOC)
ESF	Emergency Support Functions (FEMA)
EUCOM	European Command (part of DoD)
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigations (under DOJ)
FCC	Federal Communications Commission
FDA	Food and Drug Administration (part of HHS)
FedCIRC	Federal Computer Incident Response Center
FEMA	Federal Emergency Management Agency
FIRST	Forum of Incident Response and Security Teams
FRMAC	Federal Radiological Monitoring and Assessment Center (part of DOE)
FRP	Federal Response Plan (FEMA)
FTS	Federal Technology Service
GAO	Government Accounting Office
GIIC	Global Information Infrastructure Commission
GMTS	Global Maritime and Transportation School
GSA	General Services Administration
H-1	Personnel Directorate
H-2	Intelligence Directorate
H-3	Operations Directorate
H-4	Logistics Directorate
H-5	Plans Directorate

H-6	Command, Control, Communications, and Computer Systems Directorate
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HSAS	Homeland Security Advisory System (managed by AG)
HSC	Homeland Security Council
HUD	Department of Housing and Urban Development
IACR	International Association for Cryptologic Research
ICMA	International City Managers Association
ICSA	International Computer Security Association
IDF	Israeli Defense Forces
IEEE	Institute of Electrical and Electronic Engineers
IHS	Indian Health Service (part of HHS)
INS	Immigration and Naturalization Service
IOP	Instrument of Power
IOTF	Information Operations Task Force (part of DoD)
IPL	Integrated Priority List
JFCOM	Joint Forces Command (part of DoD)
JSPS	Joint Strategic Planning System
JTF	Joint Task Force
JTF-CND	Joint Task Force – Computer Network Defense (part of SPACECOM, DoD)
JTF-CS	Joint Task Force – Civil Support (JFCOM, DoD)
MCC	Movement Coordination Center (part of DOT)
MMRS	Metropolitan Medical Response System
NAC	National Association of Counties
NAPO	National Association of Police Organizations
NASA	National Aeronautics and Space Administration
NCA	National Command Authorities (term has been replaced by use of President or SECDEF)
NCS	National Communications System
NCIC	National Counter Intelligence Center
NCSL	National Conference of State Legislators
NDMS	National Disaster Medical System (part of HHS)
NDPO	National Domestic Preparedness Office (part of DOJ)
NFIP	National Foreign Intelligence Program
NGA	National Governor Association
NIC	National Intelligence Council
NIH	National Institutes of Health
NIJ	National Institute of Justice
NIMA	National Imagery and Mapping Agency (part of DoD)

NIPC	National Infrastructure Protection Center (part of DOJ, FBI)
NIPO	National Infrastructure Protection Office (part of DOJ, FBI)
NIST	National Intelligence Support Team (part of DoD)
NIST	National Institute of Standards and Technology (part of DOC)
NIST-CSD	NIST-Computer Security Division (part of DOC)
NLC	National League of Cities
NMIPT	National Memorial Institute for the Prevention of Terrorism (Oklahoma City)
NMJIC	National Military Joint Intelligence Center (part of DoD)
NOAA	National Oceanic and Atmospheric Administration (part of DOC)
NOCT	National Office for Combating Terrorism
NORAD	North American Aerospace Defense (part of DoD)
NORCOM	Northern Command (part of DoD)
NOS	National Ocean Service (part of DOC)
NPS	National Pharmaceutical Stockpile (part of NIH)
NRO	National Reconnaissance Office (part of DoD)
NRC	Nuclear Regulatory Commission
NSA	National Security Agency
NSA	National Sheriff's Association
NSC	National Security Council
NSCC	National Security Coordination Council (part of DOJ)
NSSA	National Security Space Architect (part of DoD)
NUS&RRS	National Urban Search and Rescue Response System (part of FEMA)
NWS	National Weather Service (part of DOC)
OCME	Office of the Chief Medical Examiner
OEP	Office of Emergency Preparedness (part of HHS)
OFCI	Office of Faith-based and Community Initiatives
OHS	Office of Homeland Security
OIS	Office of Information Security
ONSEP	Office of National Security Emergency Preparedness
OPM	Office of Personnel Management
OSHA	Occupational Safety and Health Administration (part of DOL)
OSTP	Office of Science and Technology Policy
OPHS	Office of Public Health and Science (part of HHS)
OPM	Office of Personnel Management
OPS	Office of Pipeline Safety (under DOT)
PACOM	Pacific Command (part of DoD)
QDR	Quadrennial Defense Review (DoD)

RAP	Radiological Assistance Program (part of DOE)
RCC	Rescue Coordination Center (part of Air Force, DoD)
RE/ACTS	Radiation Emergency Assistance Center/Training Site (part of DOE)
RISS	Regional Information Sharing Systems (part of DOJ)
SBA	Small Business Administration
SBCCOM	U.S. Army Soldier and Biological Chemical Command (part of DoD)
SEC	Securities Exchange Commission
SECDEF	Secretary of Defenses
SOCOM	Special Operations Command (part of DoD)
SPACECOM	Space Command (part of DoD)
STRATCOM	Strategic Command (part of DoD)
TIPS	Terrorist Information and Prevention System (part of Freedom Corps)
TMD	Theater Missile Defense (DoD)
TRANSCOM	Transportation Command (part of DoD)
TSA	Transportation Security Administration (part of DOT)
TVA	Tennessee Valley Authority
UACT	United American Civil Task Force
UCP	Unified Command Plan
UITL	Universal Interagency Task List
UJTL	Universal Joint Task List
USA	United States Army (part of DoD)
USACE	Unites States Army Corps of Engineers (part of DoD)
USAF	United States Air Force (part of DoD)
USCG	United States Coast Guard (part of DOT during peace, part of DoD during war)
USCS	United States Customs Service (part of DOTreas)
USCM	United States Conference of Mayors
USFA	United States Fire Administration (part of FEMA)
USGS	United States Geological Survey (part of DOI)
USIA	United States Information Agency (part of DOS)
USIC	United States Intelligence Community
USMC	Unites States Marine Corps (part of DoD)
USN	United States Navy (part of DoD)
USPS	United States Postal Service
US&R	Urban Search and Rescue
VA	Department of Veterans Affairs

WFO IPCIS	Washington Field Office's Infrastructure Protection and Computer Intrusion Squad (part of FBI, DOJ)
WMD	Weapons of Mass Destruction
WMD-CST	Weapons of Mass Destruction Civil Support Teams (part of DoD)

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